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Statements presented at the Cabinet Committee Hearings' on Mexican American Affairs by 52 men and women of divergent backgrounds and professions on the problems facing Mexican Americans are given. The topics covered are in the areas of agriculture; labor; health, education, and welfare; the war on poverty; and the general improvement of the economic and social conditions of the Mexican American. Positive attitudes and action for consideration and incorporation into governmental policy and social structure are reflected in their testimony. (CM)

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THE MEXICAN AMERICAN

A NEW FOCUS ON OPPORTUNITY

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Testimony Presented at the Cabinet Committee Hearings on Mexican American Affairs

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El Paso, Texas

October 26–28, 1967

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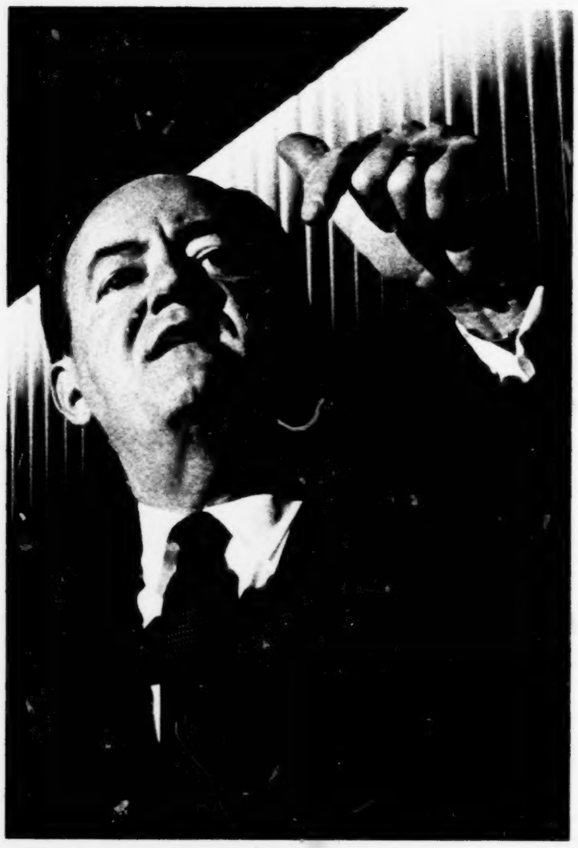
RC 002 997

Inter-Agency Committee on Mexican American Affairs / 1800 G St. NW. / Washington, D.C. 20506

LYNDON B. JOHNSON

"We are moving forward. Nobody knows better than you know how far we have to go. . . . A lesser people might have despaired. A lesser people might have given up a long time ago. But your people didn't give up. They believed.

They believed that they were full-fledged citizens of the greatest nation on earth, even if others didn't always treat them as such."



Hubert H. Humphrey

"Our purpose is grander than simply guaranteeing every Mexican American the opportunity to achieve a decent American standard of living, even though that is a worthy goal.

"We are talking about providing a material basis on which a cultural tradition that is precious to America can grow and flourish."

The Inter-Agency Committee on Mexican American Affairs

"The Inter-Agency Committee was established by the President on June 9, 1967, to:

- hear solutions to Mexican American problems
- assure that Federal programs are reaching the Mexican Americans and providing the assistance they need
- seek out new programs that may be necessary to handle problems that are unique to the Mexican American community."

The Committee

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HONORABLE VICENTE T. XIMENES
Commissioner of the Equal Employment Opportunity Commission

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Secretary of Agriculture

HONORABLE W. WILLARD WIRTZ
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Secretary of Health, Education, and Welfare

HONORABLE ROBERT C. WEAVER
Secretary of Housing and Urban Development

HONORABLE SARGENT SHRIVER
Director of the Office of Economic Opportunity

Monitors for the Cabinet Committee Hearings

Outstanding Mexican Americans assisted the Cabinet Officers in conducting the Hearings. Not only were the Monitors invaluable because of their knowledge of the Mexican American community but also because of their understanding of the specific field that was being discussed in their Hearing.

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Area Director
Equal Employment Opportunity
Commission

Agriculture

Louis Tellez
National Chairman
American GI Forum
of the U.S.

Labor

Roberto Ornelas
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Unity Council

Housing & Urban Development

Alberto Pinon
President
Community Service
Organization

War on Poverty

Roy J. Elizondo
President
Political Association of
Spanish-Speaking
Organizations

Introduction

In accordance with the expressed goals of President Johnson, statements were presented at the hearings by over fifty men and women of divergent background and professions who have in common an understanding of the problems facing Mexican Americans. Before Cabinet officers of our Nation, these representatives of Mexican American citizens gave testimony reflecting positive attitudes and action for consideration and incorporation into our governmental policy and social structure.

The resulting composite picture formed by this testimony contains several basic themes. Concrete proposals were made in the areas of agriculture; labor; health, education and welfare; the war on poverty and the general improvement in the economic and social condition of the Mexican American.

Foremost in importance is the long acknowledged but long ignored cultural differences. Since our programs have been geared, in great measure, toward the Anglo American population, the Mexican American has been left behind surrounded by all the implications that non-growth can have in a progressive industrial society such as ours. The witnesses pointed out that these differences must be understood and considered in every aspect of our efforts.

Witnesses supported the widespread institution of bilingual education for Spanish surnamed students in the elementary grades where the student's future academic and social success is very greatly determined. The witnesses indicated that a few very successful bilingual education programs have already been started by some universities and groups. To spread the practice, however, the government was urged to encourage such programs and train teachers and administrators to see that bilingualism is carried over into adult education and job training.

Accurate information as to what kinds of assistance and programs are available is not reaching the Mexican American. Proposals included development of an "outreach" philosophy on the part of Federal employees in regional and local offices; the effort to bring the fruits of research, such as in agriculture, to the Mexican American; and, perhaps most important, the placement in Federal Government service of Mexican Americans who can help in bringing the relevant and necessary information and services to the Mexican American population.

In connection with employment the testimony emphasized the lack of Mexican Americans in government. Suggestions included more active recruiting efforts at all levels and review of all current procedures and examination requirements.

Involvement of the Mexican Americans in other programs was urged. Testimony indicated that the low-income Mexican American family should be brought into the planning stages of urban renewal, educational, anti-poverty, simple home improvement programs, and all others. The opportunity to express opinions as individuals and as a community would help by bringing Mexican Americans new knowledge and positive goals.

Some proposals can be implemented through administrative action; others require legislation. Others depend on Congressional appropriations. A real need for more coordination among concerned agencies was stressed. Need was seen for greater flexibility in terms of program financing, particularly in cases in which certain percentages must be paid by the three levels of government. Correlation and cooperation among government offices, private industry, and Mexican American civic organizations was emphasized.

Finally, underlying all else, the testimony indicates that as a nation we must recognize that portions of our system are outmoded and fail to deliver to all Americans the equality of opportunity which is promised. As noted by a witness, the minority group does not exist in a vacuum.

DORIS J. ARMIJO

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Agriculture Hearing

before

THE HONORABLE ORVILLE L. FREEMAN

SECRETARY OF AGRICULTURE

Rural Community Development

by

Ernesto Galarza

Consultant, Ford Foundation

The subject assigned to me is rural community development. I take this to refer particularly to the Mexican Americans of the Southwest.

I am making this statement under a rule limiting oral presentations to ten minutes.

I am aware, moreover, of the two presidential admonitions to all witnesses. The White House does not want soothing generalities. It does want proposals for solutions.

Under these prescriptions, I feel excused from loading my statement with statistical data. These are available in large quantities in the executive departments of the Federal government, as well as in private publications and academic treatises.

Under these prescriptions, moreover, I feel that what I recommend in the way of solutions does require some generalities. If I do not state them my recommendations will make little sense. If I do I might be contradicting the President's request. I find my way out of this dilemma by assuring the Chairman that my generalities will not be soothing.

We begin, I assume, with rural community development for Mexican Americans, the Spanish surnamed, or however you wish to call them, as of 1967. Our attention must focus on the states of Texas, California, Colorado, New Mexico and Arizona. In these states there are presently working at farm labor some 350,000 hired farm hands, of whom a large percentage are workers of Mexican ancestry. The communities they call home are spread from McAllen, Texas, to Marysville, California. Between the tips of this enormous crescent there are hundreds of towns, villages, settlements, and camps in which the Mexican rural people live or through which they drift. Today they are the rural residue of some 4,500,000 Americans of Spanish surname who live in the southwestern states.

If we look attentively at this sector of the Mexican American population, we see the end-product of a historical process that goes back to the 1850's. The latest cycle of this process can be dated roughly from the 1930's to the 1960's.

A fitting title for this chapter of the cycle would be The Industrialization of Western Agriculuture. What used to be farming is now, by common definition, agri-business. The death of the family farmer has been announced time and time again by agribusiness men. We are to understand that this is a happy event. At least, I have not noticed any signs of bereavement in the announcements.

The industrialization of agriculture, as of manufacturing, has been the end-product of a massive, complex and interacting change in a multitude of scientific, social and economic relationships. I have time to underscore only those factors which have directly produced the present condition of the rural working class of Mexican Americans.

Briefly they are as follows:

1. The employment of Mexican citizens who have entered this country illegally has become a regular feature of the Agricultural labor market. This illegal supply of labor rests on the willingness of corporate farms to hire, of intermediaries to transport, of Congress to tolerate and of the Department of Justice to accommodate to this vicious black market in human toil.

2. The contracting and hiring of Mexican citizens as *braceros* became an elaborate process of collective bargaining between three parties—the United States Government, the Government of Mexico and the associated corporate farmers of the Southwest. The other parties to the arrangement—the Mexican *braceros* themselves and the domestic

Mexican American laborers—have been missing—excluded—from the bargaining process.

3. The crossing or commuter system has become a growing and decisive element in the border economy. Its effects can now be felt hundreds of miles north of the border.

4. Mechanization has made great strides in agriculture. The experts of the Department of Labor can tell you that in some areas mechanical cotton pickers are now harvesting 90 percent of the crop. Machines have displaced the stoop labor of the tomato fields. With shakers and air cushions two men can do in one minute what a crew used to do in one hour in the harvesting of nuts. Machines are picking grapes. Electric, not human, eyes are sorting lemons.

5. The research that has made possible the chemical, physical, and genetic progress that underlies mechanization is subsidized research. The University of California campus at Davis has been for decades the publicly-supported Academy of Science of agri-business.

6. A second form of subsidy has been the public financing of the farm placement services. I have special knowledge of the farm placement service of California. During the past quarter century this service has at no time been what by law it is supposed to be—an agency to pursue and guarantee the job security of domestic farm workers. It has, and continues to be, an extension into bureaucracy of the power and influence of agri-business.

7. A third form of subsidy is, and has been, a powerful element in the conformation of agri-business. I refer to the gigantic irrigation projects by which corporate farming takes water at bargain rates capitalizing this unearned dividend into rapidly rising land values that place it out of the reach of the small grower. The corporate farms can tap this no-cost benediction by laying a siphon into the nearest concrete ditch or sinking a $75,000 well. Their promised land is not over Jordan; it is just over the Central Valley Canal. Verily, the Federal government has laid a water-table for them in the presence of their critics.

8. Housing for farm laborers and their families has reached a point of absolute scarcity in some areas. For twenty years the barracks of the *bracero* made possible the elimination of the on-farm shanties, as they made possible the craven retreat of the Federal government after World War II from its wartime farm labor camp development.

9. The combined effect of the foregoing factors has destroyed or held in check the organization of Mexican Americans into unions. I pass it on to you, Mr. Chairman, as the declaration of a high official of farm placement—the policy has been to deal with associated agri-businessmen collectively and to deal with farm laborers individually.

10. The semi-urban farm labor pools have shrunk and their former residents have migrated in increasing numbers to the cities. You will find more Mexican American ex-farm workers in the central city, poverty *barrios* of San Antonio, Phoenix, Los Angeles and San Jose than you will find in the fields. I will leave these neo-migrants there, for I am sure that other witnesses will bring to your attention how urban redevelopment is demolishing even these temporary reservations of the Mexican poor.

The brilliance of the technical performance of government and agri-business I am not questioning. I am only giving it as my opinion that the historical cycle of the last quarter century is more of the same thing. What was acomplished between 1850 and 1880 by the United States cavalry, legal chicanery, tax frauds and treaty violations is being carried forward by vertical integration, subsidies, mechanization, and rural renewal.

And what do all the cycles of this historical process have in common? The dispossession of the Mexican, the cutting of his economic roots, and the destruction of Community—his Community—in the countryside.

Here, then, are my generalities.

What, as to solutions?

The central one is a declaration that it is national policy to give farm workers the rights of collective negotiation and bargaining with the government and with farm employers.

In support of such a policy I would recommend that the Federal government withdraw all subsidies, direct and indirect, contracts and services from farm employers who employ illegals, *braceros* or "green carders" during a strike.

As a lesser evil, I would recommend that farm workers be included in the National Labor Relations Act.

I would recommend that land workers be given the necessary co-operation by the Administration so that they may organize and administer cooperative labor pools. These pools would replace the farm placement services.

I recommend that such labor pools extend to and include the registration and organization of the farm laborers who have been forced to migrate to the cities. With the present labor force still living in the country, they would represent a supply of labor ample for all the needs of agriculture, even in emergencies.

These would not be solutions but merely steps in the direction of a national policy different from that of the past. And they would affect only the hired farm laborers, who are rapidly becoming a small minority of the Mexican American population of the Southwest. The majority are now semi-rural or city dwellers.

In California the Mexican ethnic group is now close to 90 percent urbanized.

What is the meaning of community development in that demographic sector lying between hired farm workers and the metropolitan Mexicans? This is the area of the smaller rural towns and those shoestring settlements that see and fear, but have not yet felt, the fatal embrace of urban annexation. Here community development might make a stand to draw and hold the Mexican family, to keep it from migrating into the poverty *barrios* of the central cities. But if this effort were to be made, in good faith, it would require capital resources; the creation of new institutions or the revival of old ones, to guard them; and the educating of a generatoin of youth to serve them. And the economic tap root of such communities would have to be productive, not simply a small bone to be taken home in a bow-wow-bag when the affluent society has finished dinner.

But even productive economic roots would not be enough. The Federal government would have to find an answer to the emerging situation along the border. A new frontier is in the making. Industrial capital from the north is moving to the border cities where it can combine with hundreds of thousands of poor Mexicans migrating from the south. Goods will be manufactured at Mexican wages and reimported for sale at American prices. This has been described as a Hong-Kong type of production. It has already begun to threaten jobs now held by Mexican Americans throughout the Southwest.

I therefore want to resurrect a recommendation I made twenty years ago—the creation by agreement between Mexico and the United States of a Joint international border development authority to bring the border areas of both countries into balance by raising, at their point of contract, Mexican levels of income to American standards, not, as is happening now, by lowering American to present Mexican levels. By presidential or congressional directive, the funding of this authority should be made the keystone of United States financial commitment to Mexico. On this authority I recommend there be appropriate representation, through their own economic agencies, of the persons of Mexican ancestry, on both sides of the border, whose jobs and lives are affected.

Finally, a recommendation as to the Inter-Agency Committee on Mexican American Affairs.

We have the impression that the President has set up this Committee to get things done, to solve the problems of the Mexican Americans. But, as I understand it, the Committee has neither staff nor resources of its own. It has no policy control, and I know not what policy influence, over the participating executive departments.

We who have for thirty years seen the Department of Labor stand by, and at times connive, while farm labor unions were destroyed by agri-business; we who have seen the Immigration and Naturalization Service see-saw with the seasonal tides of wetbacks; we who are now seeing the Department of Housing and Urban Development assist in the demolishment of the urban *barrios* where ex-farm laborers have sought a final refuge; we who have waited for a Secretary of Education who would bristle with indignation, back it with action, at a system of production that continues to produce that shameful anacronism—the migrant child; we who have seen the Office of Economic Opportunity retreat with its shield, not on it, after calling the Mexican poor to do battle for maximum feasible participation in their own destinies. . . .

We, may I say, are profoundly skeptical.

I therefore recommend that the Inter-Agency Committee on Mexican American Affairs be staffed, funded and possessed of authority sufficient to advocate the recommendations I have made, and others that may come out of these Hearings. ■

The Extension Service in the Southwest

by

PETER M. MIRELEZ
Executive Director, Colorado State Migrant Council

One definition of university extension is that it is a program of adult education offered by a university to meet the needs of the *community*. The Agricultural Extension Service was established to provide educational assistance to the rural population of our country. The extension service administered by our land grant institutions is not meeting the needs of the *total* rural *community*. There are two primary reasons why this is not being accomplished. One is a matter of economics; the other is the philosophy which has prevailed in the extension service.

Because the extension service is dependent on the ability for a county to support it, we have many of our poorest counties without adequate extension services. Financing of a county extension service is roughly one-third by the local county, one-third by the state and one-third by the federal government. The counties that need the extension service the most are the ones that have the least ability to support the rural program and thus are deprived of this essential and beneficial service.

In Colorado, as well as in the southwest, we find the heaviest concentration of poor counties also have the heaviest concentration of Mexican Americans. Conejos and Costilla Counties in Colorado have only one extension agent each and have no home demonstration agents. Rio Arriba County in New Mexico, which is about the size of Connecticut, has only two extension agents and no home demonstration agents. One-fifth of Colorado's extension staff assigned to counties are located in the urban counties. This same high concentration of agents in urban counties, who, by and large have more population and more money, holds true for the other states in the southwest.

A point that should be considered here, and I will elaborate more on this later, is that the pathetic thing is that the focus of the agent in the urban area is not on the ghetto or problem areas of the city but on the more affluent population. We must keep in mind that there are counties who do not have the ability to pay for the maintenance of the roads, courts and other necessities, much less running an extension service. I would propose that the present system of cooperative financing of extension services be maintained in those counties that have the ability to support the program, but that counties that do not have the economic base and therefore, cannot maintain programs be analyzed and that adjustments be made in order that all people and counties have an adequate extension program. This would probably mean that the contributions by the state and federal government would have to be increased.

The second reason for the extension service not doing the job for the total community is that they are concentrating their efforts on those people who have already met with some degree of success. The extension service has not, until very recently, recognized the problems of the poor, the farm worker and the minorities. In a conversation with an extension agent I asked about the people with whom he was involved and the answer was 99% middle class.

In order to determine with whom the extension service is really working, I would propose a two-point study.

1. A study independent of the agricultural services to find the level of income or the relative level of income of the people with whom the extension service works. This would be a well-defined study

to try to determine the economic level of the extension service participant in the agricultural adult education programs, in the youth 4-H programs, and in the home demonstration classes.

2. A study of what types of services are offered by the extension service. An analysis of types of services such as human development programs as opposed to agricultural productivity or fiscal management as opposed to flower and weed identification.

Some of the universities that are responsible for the extension service are presently evaluating their roles in the community and are finding that they must change their emphasis. I would suggest that each of the land grant institutions responsible for extension services reconstruct their total system and set new priorities, and the number one priority be the needs of the poor and the minorities who, in the southwest, are the Mexican Americans. Some institutions are presently doing research in order to learn how to work with these people and are finding that there is a tremendous need and thus are making self-evaluations. They have also learned that they must devise new methods and procedures in order to be able to reach and work with this segment of our population. Our traditional methods do not work.

Until recently, the extension service has concentrated on the farmer who has succeeded, and has not really been involved with the small farmer or the farm worker. It seems that the extension service could devote more and more effective effort to upgrading the income level of the small family farmer unit by assisting him and perhaps even develop subsidy programs for the small farmer to get him moving to more favorable and profitable levels. The extension agent can be instrumental in helping him learn new technological innovations and how to apply them to his operation. This could be done by taking sample test plots from the fields of the large, successful farmer and putting them with the less well-to-do farmer, and then letting the small farmer reap the benefits. It might even be a means of subsidizing the small farmer. The small farmer could learn to use advanced techniques in improved seeds, use of fertilizers, chemicals, and herbicides, all of which lead to more production. One area in which the extension agent has helped tremendously is in irrigation systems. The extension service can assemble the resource people needed to really give intensive assistance to the small farmer. He might be able to devise means or programs to assist in the purchase of items like seeds, equipment, etc. The extension service could develop equipment cooperatives whereby small farmers could benefit by having improved mechanical apparatus. It is only in this way that the small farmer can utilize these industrial advancements. The extension service can also aid in developing a better price and help in the sale of products, through developing marketing, processing cooperatives.

Programs for farm workers could be initiated through the small farmer. There are many farm workers, especially migrants, who have settled down on farms of their own throughout the southwest. There are many others who are also desirous of settling down on their own places. The extension service should develop methods and means by which these people could aquire land and knowledge in farming. A prime example of this is a crew of workers from Texas who are presently in the San Luis Valley in Colorado, and who have found a small farm which they want to purchase on a cooperative basis. They have asked several agencies for help but so far have not been successful.

There is a tremendous need in the area for adult education that the extension service must help meet. They can offer programs in management of money, resources, home economics and in general, how to survive in our present society. With the present trend of people leaving the rural areas, the extension service can do much to get rural people, especially youth, geared to problems and situations that they will find themselves in when they arrive in the urban areas.

The programs presently in existence in the urban areas are not aimed at the low-income group but at the middle class. The extension service has devoted its time to programs on flower arranging, specialty cooking, growing roses and having nice lawns rather than the more basic problems which force many of the Mexican Americans into the blight areas of the city. It is important that the extension service have programs on all levels and that those programs be offered to the poor. With the present emphasis on helping the poor it is of utmost importance that the extension service contribute its manpower and resources to the cause of helping the underprivileged.

In a pilot program being conducted in Colorado the disadvantaged youth were asked to give their impressions of 4–H. The consensus was that it was for sissies on the farm. The poor see this program as one for the youth who is "well-off". In rural areas most Mexican Americans do not participate in this program. The primary reason is that all too often they cannot afford the projects. 4–H clubs have strongly focused on developing leadership through competition and projects. The economically deprived youth cannot afford the prize calf, horse or hog. I suggest that a system be developed so that the child of the poor farm worker can participate in this program. As an alternative, this type of extension service project could be financed through the schools. Many school districts presently have Future Farmers of America and Future Homemakers of America programs which could be joined with the 4–H program for one total program. This would be useful in two ways. (1) It would free the valuable time of the extension and home demonstration agents for some of the programs that I have proposed. (2) It could be a means of subsidizing the projects of the disadvantaged youth, maybe through federal programs such as the Elementary and Secondary Education Act.

Involvement of Mexican American youth in 4–H, FFA, and FHA programs can have some very beneficial effects. It can be a means of raising the income level of a family while at the same time developing leadership. It could also get Mexican American youth interested in careers related to agriculture. There are very few Mexican Americans involved in agricultural related jobs. For example, I found the following figures on extension and home demonstration agents in the southwest:

Number of Spanish Surnamed Personnel in the Extension Service in the Southwest

State	Professionals	Non-professionals
Arizona	0	0
California	0	No record
Colorado	1	No record
New Mexico	22	24
Texas	5	12

Much of the difficulty in attracting Mexican American people to enter into the agricultural careers is that there is no real role figure to identify with. There is no opportunity for them to learn of the potential in agriculture related fields because they seldom participate in these programs. For example, there are very few, if any Mexican Americans in the Forest Service.

In conclusion I would like to emphasize that it is most important to identify the economic and social factors of a community and have the extension service at the federal level supplement strongly so that there is enough manpower and resources to help the areas where there are heavy concentrations of poor people. ■

Food Distribution Programs in Texas

by

Ricardo Garcia, Jr.
Director, City and County Welfare Department, Laredo, Texas

Although Texas has a relatively small foreign-born population, Texas has many persons of Latin-American origin and ranks high in Negro population. Many Texans also are descendants of Germans, Czechoslovakians, and other European nationalities that settled here prior to 1900; but most of the settlers came from the old south and other parts of the United States.

According to the Texas Almanac, Texas population now is increasing by 19,000 persons monthly. In Feb., 1965, the U.S. Census Bureau said that 1964 projection indicated that Texas population will be 11,481,000 in 1970, 12,474,000 in 1975, 13,583,000 in 1980, and 14,749,000 in 1985. The 1964 preliminary U.S. Census estimate showed Texas fifth in population, outranked by New York, California, Pennsylvania and Illinois.

The History of Major Surplus-Disposal Program

A. 1935 Section 32 enacted under Public Law 74–320. This provision earmarked 35% of the U.S. Customs receipts from all sources each year for the Secretary of Agriculture to be spent on these purposes—(1) Encouragement of exports (2) Encouragement of Domestic consumption (3) To help re-establish the farmer's purchasing power. It is through the broad interpretation of this Section 32 that authority for financing the various programs on Agriculture Research, Stamp Program, Purchase of Foods on the market and donating them to the school lunch program that the needy and Welfare institution has been made possible.

B. 1943 Cash assistance first provided to School Lunch Programs using Section 32 funds.

C. 1946 School Lunch Program made permanent by enactment of National School Lunch Act.

D. 1949 Agriculture Act (of 1949) contained provisions (Sec. 407–416) governing commercial resale of surplus farm goods acquired under price support programs and donation of such goods to the needy at home and abroad.

E. 1953 First General Overseas Famine Relief Program authorized.

F. 1954 Agriculture Trade Development and Assistance Act Public Law 480. Faced with the problem of mounting food surplus at home and chronic food shortage in many parts of the world, Congress enacted Legislation in 1954 designed to utilize our food surpluses in the less-developed countries. This Public Law 480 served two purposes: first, it assisted American Agriculture and the American Taxpayer by providing an outlet for our farms' surplus and costly storage. And, on the other hand, it was a humanitarian effort to feed the hungry and possibly the economical development of the poor nations. It has been one of the most popular and successful programs ever authorized by Congress.

G. 1959 Amendments to Public Law 480. Providing long-term credit to foreign nations for dollars purchase of surplus commodities.

H. 1961 Experiment Food Stamp Program.

I. 1964 Amendments to the Food Stamp Program, Effects of setting the program on a permanent basis.

Donated Food Programs in Texas.

In 1953 the 53th Texas Legislature, under House Bill 441, provided the authority for the present operation of the Donated Food Program in Texas. At that time a new commodity division was created under the State Department of Public Welfare to administrate such a program. Mr. William H. Herdon has been the director since 1953. The State has sixteen district offices with headquarters at

Austin, Texas. Presently 91 countries out of the 254 are participating in the Donated Food Programs. The four largest programs in Texas are being operated in Harris County with 20,000 individual caseload; Dallas County with 16,000 individual caseload; San Antonio, Texas, with 10,437 and the City of Laredo and Webb County with 10,000 individual caseload. Almost all programs in Texas are sponsored by the counties with four exceptions, three of which are city-sponsored and they are—San Antonio, Crystal City, Asherton, and—the fourth being Laredo, the only joint City-County Operation.

Out of the 254 counties in Texas, fifty counties have 25% or more spanish surname population. They include El Paso, Hudsapeth, Culberson, Jeff Davis, Presidio, Reeves, Brewster, Pecos, Terrel, Crockett, Sutton, Valverde, Edwards, Kinney, Uvalde, Medina, Bexar, Wilson, Karnes, Goliad, Refugio, Calhoun, Aransas, San Patricio, Nueces, Kleberg, Kenedy, Willacy, Cameron, Hidalgo, Starr, Jim Hogg, Brooks, Jim Wells, Duval, Zapata, Webb, Bee, Live Oak, McMullen, La Salle, Dimmit, Maverick, Zavala, Frio, Atascosa, Hays, Comal, Guadalupe, and Caldwell.

In comparison to the 50 counties of prominent Spanish surname, only 20 counties are taking advantage of the Donated Food Program. They are: Valverde, Kinney, Maverick, Zavala, Dimmit, Bexar, Webb, Duval, Jim Wells, Bee, San Patricio, Nueces, Kleberg, Brooks, Jim Hogg, Zapata, Starr, Hidalgo, Cameron, and Kenedy.

Eight other counties are participating in the Stamp Food Program. They are: El Paso, Hudspath, Culberson, Jeff Davis, Presidio, Brewster, Pecos and Terrel, thus bringing the total of counties participating in the Donated Food Program and Stamp Program to 28 counties.

The 22 counties not participating in this program are: Reeves, Crockett, Sutton, Edwards, Uvalde, Medina, Frio, La Salle, Hays, Comal, Atascosa, McMullen, Willacy, Live Oak, Aransas, Refugio, Calhoun, Goliad, Karnes, Wilson, Guadalupe, Caldwell, and Kenedy under emergency basis. The total population for the above counties is 282,749 of which 25% or more are of spanish surname.

In South Texas and the Rio Grande Valley area, the most concentrated area of Mexican American, almost all Counties are participating in the Food Program. This is under the Supervision of Mrs. Lorene Self, who has been instrumental in the large percentage of active programs in that area. Her district consists of 21 counties, out of which 14 counties are participating in the Donated Food Program. They consist of Bee, Cameron, Brooks, Duval, Hidalgo, Jim Hogg, Jim Wells, Kleberg, San Patricio, Starr, Webb, Zapata, Nueces, and Kenedy. Kenedy county is presently operating a Donated Food Program on an emergency basis due to Hurricane Beulah and there are good possibilities that the program will continue on a permanent basis.

Right now the only county in the Rio Grande Valley area that is not participating in the Donated Food Program is Willacy County. The latest record shows Willacy with a 1960 total population of 20,084, native-born with 13,044, foreign-born white 2,219 Negroes 105. A school enrollment of 5,453, employed labor force of 6,260 and a median income of $2,902.

It is of importance for us to review why less than 50% of the counties with 25% or more people with Spanish surnames are not providing their community with the Food Distribution Program. The reason may vary in some counties, but one that will stand out above the others is the negative attitude of local political subdivisions in carrying out their responsibilities to the people they are intended to serve. They usually deny this and will defend their position with the excuse of too high a cost to operate such a program or the denial of the need of such a program in their counties. Some of the valid problems facing small counties in their decision to accept such a program are the cost involved in transporting commodities from district distribution points and the cost involved in storage.

Other problems are also evident in some counties that are operating a Food Distribution Program which limits the participation of individuals and families. The main problem is the discretional power of local political subdivision to lower the standards of eligibility as set by the State Office. The two requirements most frequently used to limit participation of individuals in the program are U.S. Citizenship and the lowering of the monthly income level. Other means of restricting the individual are resident requirements on seasonal workers (migrants) and the refusal of some counties to accept referrals from the State Public Welfare Office as eligible for commodities.

In order to facilitate the acceptance of this program and increase the number of participants, several recommendations are submitted for your consideration:

A. We need to recognize the importance of our agriculture abundance as a valuable asset and our intention to use it as a weapon in the war on poverty.

B. We need to increase our emphasis on nutritional standards in the Donated Food Program. We can vastly improve the nutritional value of our School Lunch Program and other food assistance programs if we increase the protein portion.

C. We need authority to purchase a broader range of protein food such as beef and eggs. It would also strengthen the agricultural economy.

D. We need to emphasize the advantages of joint operation by city and county government. This type of operation provides for better centralized control of operation, minimizes duplication of services, and permits the sharing of cost on a 50–50 basis between City and County Government.

E. We need to increase the number of commodities that can be distributed in the Welfare Distribution Centers to the needy people.

F. We need to increase the rate of issue on certain commodities in relationship to their usage in a specific area.

G. We need to eliminate the discretional clause from the standard of eligibility as established by the State. This would present a uniform set of rules that would permit the maximum number of individuals and families to participate.

H. We need to provide provisions for additional assistance from the Federal Government to counties unable to defray expenses on storage and transportation cost to and from district storage location.

I. We need to promote a strong line of communication that would channel necessary information to the average citizens, thus creating an awareness of such a program in the local level.

J. We need to promote an educational program in cooperation with other agencies to assist the recipients in making better use of their commodities. Several agencies through which aid can be received are the local-county agent, the Public School System, the Home Economics Program, City or County Health Department, Neighborhood Centers under O.E.O. Programs, and classes through the Vista Program. The two agencies which have produced great results in that area are the County Home Demonstration Agent and the Home Economics Program in the Public System. Our County Agent, through the Home Economics Program, has helped families in nutritional needs along with selections, preservation, and preparation of food. Further help has been directed towards helping the needy family in preparation and distribution of recipes both in English and Spanish. With the cooperation of the Home Economics Department of the Public School System we have been able to reach a large percentage of children whose parents are recipients of commodities.

K. *L. J. Christen Junior High School Pilot Homemakers course*

A special home-economics class, under the direction of Mrs. Margarita Rubio Garza, was initiated as part of the L. J. Christen Jr. High School curriculum on September 1, 1967. This is the only course of its kind being taught in Laredo and in the entire state of Texas (to our knowledge). It is a pilot program in the experimental stage, but already specific goals and objectives have been set. The directors themselves are experimenting, using practical "daily life" experiences as an integral part of the course, writing day-by-day lesson plans of everything being done.

This "Better Life Lab" is designed for girls in the 7th and 8th grades who have reached 15–18 years of age and who in all probability, due to their low income family bracket and lack of family guidance, will not continue their formal education through high school. Records show that many girls in this particular age group do not continue their education beyond the 8th or 9th grade levels. Records also show that an impressive number of these girls leave school to assume the role of housewives. This lab is designed to provide a practical accelerated program in Home Economics that will help them be better prepared to assume their role as housewives. Many of them when married, will remain in the same low income bracket.

The initial phase of the lab is concentrating on how these girls look now and how they will look or should look later in order that a good marriage be assured. A unit on "Total Grooming" is underway, stressing good health habits, body cleanliness, hair care, proper dress, proper make-up, and proper behavior.

To initiate this unit, the girls' weight and height measurements were taken and comments in general appearance were given. The girls are truly striving to improve their appearance. To culminate this unit a specialized beautician in Laredo has accepted an invitation and will demonstrate proper hair care and proper hair styles for this age group. She will then proceed to give individual consultations, suggesting and in some cases actually doing, what she thinks benefits a particular girl. Age and facial features are of utmost importance. She will stress practical haircuts and hairdoes that the girls themselves can take care of in their own homes.

Following this grooming unit, a cooking lab will be in operation with the aid of the Laredo Surplus Commodity Agency. These students will receive training in the preparation of meals using these commodities which are made available to families of a low income bracket. In addition the girls will receive training in preparing a variety of food and meals commonly found in their own (Mexican) homes of said bracket. Such foods will include flour and corn tortillas, vermicelli, rice, puddings, and ground meat dishes. Other units will concentrate on a practical sewing program. Girls will receive training in mending sheets, socks and other such domestic articles, in being able to read and follow a basic pattern, in being able to use a sewing machine, home nursing, home and family care (budgeting and purchasing), and child development (stressing care of a newborn baby). This pilot program is receiving funds from the Laredo Homemaking Annual Budget provided for by the Laredo Independent School District.

All units will be covered with one general objective in mind, these girls are being prepared to take care of their own future homes and their future families.

Food Stamp Program

Background. During the 1930's a Food Stamp Program was initiated by the Federal Government with local sponsorship and financing which was the forerunner of our present Food Stamp Program. Under the old program, counties or groups of contiguous counties operating a Food Stamp Program were required to put up a revolving fund which was used in the operation of the Food Stamp Program to purchase the Food Stamps from the Federal Government. The revolving fund was in turn reimbursed as the Food Stamps were sold to eligible Program participants.

There was also a provision whereby stamps purchasing requirements were based on family size, income, and an evolvement of bonus coupons to enable the eligible participants to make their food dollars go further. The program in general became operative in only a limited number of localities in the State and was phased out after Pearl Harbor.

The present Day Stamp Program was authorized by Congress on a pilot basis and was initiated in eight localities over the United States in mid-1961. The program continued on a pilot basis until August, 1964, at which time congressional enactment of the Food Stamp Act of 1964 had the effect of putting the Program on a permanent basis. Although this program was put into operation with the probability of replacing the Food Commodity Distribution Program, in a five year period its acceptance at least in Texas has been rather slow. From all indications Congressional appropriations for the program will be from year to year and will limit the length or extent of programs desired by states and local political subdivisions. Here it should be pointed out that a Commodity Distribution Program and a Food Stamp Program may not be operated simultaneously in the same locality.

In Texas on October 1, 1965, Tarrant County was selected as a site for a pilot project for the Stamp Program with the idea of increasing the adequacy of the diet of the needy and low income families. The philosophy of this program is based on the active participation of the recipient to actually make a cash purchase of a portion of the coupons, for which he is eligible to receive free of cost bonus coupons enabling him to buy more food. Coupons thus issued may be used to purchase only non-imported edible food items at participating merchants.

As of this year, there are four Food Stamp Programs being administered in Texas. The first, of course, was the initial program at Ft. Worth, Texas with, a caseload of 2,227 households. Next is El Paso with a caseload approximately 1,982 households, a multi-county operation consisting of seven counties with a caseload of 923 households, and another program at Clarkville, Texas. The multi-county operation consists of Hudspeth, Culberson, Pecos, Terrel, Brewster, Presidio, Jeff Davis.

General Requirements

As in the distribution Program of Donated Commodities to needy persons, standards are set by the State Welfare Agency and approved by U.S.D.A. for determining the initial and continuing eligibility of participants. This standard must be in keeping with and must come within the limitations imposed by the state in the operation of the federally aided assistance programs. Public Assistance workers of the State Welfare Department will actually certify their respective caseload to participate in the Food Stamp Program.

Additional workers will be employed in determining eligibility of Non-Public assistance households. They must be employed and paid by the State Welfare Department, under the same personnel standards, merits system requirements, and receive the same salary and fringe benefits as do the regular Public Assistance workers.

Federal Funds are available through the Department of Agriculture to meet a part of the cost of determining the initial and continuing eligibility of Non-Public assistance household.

The formula used is as follows:

(1) One half the cost of the salaries of workers employed to determine eligibility for Non-Public assistance cases.

(2) One half the cost of the salary for the supervision of such workers.

(3) One half of the cost of the official travel reimbursement for such workers and supervisor(s) plus 25% of the sum of the salary and travel matching.

(4) The Federal Government also absorbs the cost of the bonus coupons given with each purchase.

In addition to the workers and supervisory staff positions there must also be provision made for the necessary clerical personnel and for one or more cashiers and receptionist to operate the coupon sale or issuance part of the program. Federal matching funds for program opeartion are not available for the above position or for any other item of expenses.

Advantages of the Food Stamp Program

(1) Aimed at increasing the quantitative and nuitritional adequacy of the diets of low income households.

(2) More active participation of the recipient in the actual purchase of food.

(3) Purchase of food items which are acceptable to all members of the household and in such quantities as they are needed or can be afforded.

(4) Food purchasing as needed and in such quanities as can be handled readily in addition to taking advantage of the weekend specials.

(5) New money being brought into the city and/or county economy.

(6) Create friendly relationship atmosphere with the retail establishment.

In the brief study of the Food Stamp Program, I can foresee some factors which can be instrumental in preventing the acceptance of such program over the Commodity Distribution Program.

Primarily will be the problem of State Funds not being available to help defray some of the county and/or city cost. Secondly, the partial participation of the Federal Government on the cost of the workers and supervisors needed for such operation. Furthermore, the nonexisting funds on the total cost of clerical personnel, cashiers and receptionist is not available. In addition, the sponsoring City or County will also provide the necessary cost to support additional incidental expenses and provides office space and equipment, utilities, telephone, and forms.

Although under the Commodity Distribution Program the sponsoring City or County is providing the operation cost such as storage, office space, equipment and utilities, it is not required to meet the State standard of salaries as required under the Stamp Food Program.

Under the Commodity Distribution Program the sponsoring County or City is permitted to operate the program within its financial mean (i) as long as the standard of eligibility set by the State Office is met.

Another reason for the slow acceptance of the Stamp Program could be the loss of identity as a locally supported Welfare Program, as in the case of the Donated Food Program.

Furthermore, in Counties with high rate of Non-Public assistance cases, the number of workers required to handle such caseloads will probably be more than are presently employed by the local sponsoring agency. This would be necessary in order to meet the requirements as set by the State, requiring the workers employed to determine eligibility of Non-Public assistance households to carry a caseload approximately the size of the caseload carried by an adult worker in the Public Assistance Program. Here again the local sponsoring agent under the Commodity Distribution Program has no limitations as to the number of case workers to employ.

Understanding that surplus conditions are not as they were back in 1950's, one of the reasons for putting the Commodity Distribution Program was to help keep the price of some commodity from being dropped out of the market. My recommendation at the present time would be to study the feasibility of combining both programs, (The Donated Food Program and Stamp Program) by which we can take the advantage of both programs and provide the needy families with a more balanced diet rich in nutrition value, and continue at the same time to make constructive use of our agriculture abundance.

Lunch Program

Federal Aid to School Lunch Program began in 1936. At that time the Agriculture Department started to donate foods acquired under the surplus removal operation of Section 32 to schools for use in the luncheon program.

From 1943 to 1946 the Agriculture Department was able to provide a new type of aid under which Section 32 funds were used to make cash grants to schools to help them make local purchases of food for lunch programs.

In 1946 the program was put on a new basis with the passage of the National School Luncheon Program of 1946 Public Law 79–396 which authorized regular Federal appropriation for cash grants to the state for non-profit school lunch programs in public and private schools. Some State and local sources are required to match the Federal Funds.

In Texas at the present time, we have 416 schools operating under Section 32 provisions and over 3,000 schools under the National School Program (Sec. 6). The Luncheon Programs have been generally accepted in South Texas and in the Rio Grande Valley. The majority of the school districts are aware of the program and have taken advantage of it. Although there still exists a very conservative attitude on some of the school officials towards the participation in school luncheon program, some of the school districts believe that Federal Participation in any way is an encroachment in their area of responsibility, most commonly referred as Government Control.

There are some problems facing the school district and that primarily is money. We all know the general financial picture of most school districts. Their demands are tremendous and barely in a position to meet the present commitments. So when confronted with the decision of providing Lunch Programs to the Community, they are faced with an additional expense of providing or constructing facilities plus the cost of new equipment. Although limited financial assistance is available under Section 32 and the National School Lunch Program, it is not enough to induce school officials to immediately take advantage of the program.

This problem may have been partially solved since 1965 with the passage of the Elementary and Secondary Act of 1965 under Title I. This Act has provided a source of revenue for the construction of facilities and coverage of cost of some equipment.

A situation concerning the disapproval of National School Luncheon Program in the San Antonio School District was brought to my attention. Mr. Jesus Perez, Chairman of the Central G.I. Forum in San Antonio has been very active in trying to establish such a program since 1965.

As the records now indicate, the San Antonio Independent School District is not participating in the Federal Lunch Program but only in the feeding program under Title I of the Elementary and Secondary Education Act. I don't know all the facts surrounding the problem, but to a certain degree it qualifies my previous statement on the conservative attitude of some schools officials in the participation of the Luncheon Program.

It is my understanding that the G.I. Forum is willing to operate such a program if the San Antonio School District will render such authority. Unless Congressional Legislation is enacted to provide authority for other agencies other than school district to supervise such programs, this avenue of approach will be long and complicated. The best approach will be to convince the school district officials to operate such a program with the assurance of additional financial help from Title I.

My main recommendation would be the availability of additional funds for construction of facilities to school districts unable to meet such financial commitments. To promote an effective parent-school relationship, a concentrated effort must be made by the school to inform, include, and involve the local parents in the knowledge of assistance programs available and also the possibility of increasing the items available under Section 32 and Section VI, should be explored.

Donated Foods for Disasters

It is sensible to know before hand where to turn for help should National Disaster, storms, fire, flood, drought, earthquake, tidal wave, avalanche or hurricane, strike our community.

In this respect, the U.S.D.A. has been one of many agencies through which assistance is made available to victims of disaster and in particular, our recent Beulah Hurricane.

Last month, South Texas had the worst disaster in the history under Hurricane Beulah. Again, as in other past disasters, the U.S.D.A. was available through its donated food program to immediately assist in the care and feeding of thousands of victims of Hurricane Beulah. Such victims were getting the largest supply of U.S.D.A. food stock ever shipped in Texas during a National Disaster.

The reason for such an effective operation was the preparedness which the Department has taken to meet such emergency. They have guide lines for State and local officials to follow. Also our State office under Mr. Herndon has also implemented such guide lines that practically all red tape is eliminated in securing the donated food for any disaster.

Furthermore, field officials from the Department and State were at the disaster area determining the situation and making arrangements for immediate shipments of all type of commodity available from the Department supplies stock.

Much of the food going to the Rio Grande Valley came through the Department of Public Welfare Distribution Centers at Corpus Christi where both Mrs. Lorene Self and her staff worked around the clock to unload incoming box cars and speed the food by plane, helicopter, truck, or rail to the Valley.

Since so many Rio Grande Valley people were without fuel or pure water, food that could be eaten "as is" dominated the U.S.D.A. shipments included canned chopped meat, cheese, peanut butter and raisins. In addition, there were dried beans, frozen juice, dry milk, rice, rolled wheat, rolled oats, flour, and lard.

All of our requests are channeled through the Texas Department of Public Welfare which handles the distribution of U.S.D.A. and donated food by plane, helicopter, truck, or rail to the around 50 carloads of food, enough to feed about 100,000 people for several weeks, were moved to the Rio Grande Valley.

In addition, the U.S.D.A. will be providing further assistance to Rio Grande Valley victims through crop insurance, emergency loans, cost sharing programs to help restore and conserve disaster-stricken land, emergency livestock, feed program, and advice on the best ways to avoid or alleviate effects of the disaster. ■

Agricultural Research and the Orientation of the Department of Agriculture

by

ALEX MERCURE

Director, Home Education Livelihood Program

Mr. Secretary, may I take this opportunity to thank President Johnson, first for providing an avenue for listening to the concerns of the Mexican American population of the United States and for devoting specific attention and time to the problems and to possible solutions of these problems. I also thank the Cabinet Officers, Sergeant Shriver and Mr. Ximenes for taking time and attention from their many other problems to focus on the Mexican American community during a time when it seems that attention to the social and economic problems of the deprived people of this country seem to be an unpopular political position. I personally wish to express my sincere appreciation to President Johnson for the opportunity to present my humble recommendations for possible solutions. I further thank the President and Cabinet Secretaries for the creation of the Inter-Agency Committee on Mexican-American Affairs. I strongly recommend its continued support. I congratulate this administration for giving recognition to such people as Dr. Hector Garcia, Mr. Vicente Ximenes, and many other Mexican Americans for the talents that these people bring to bear on the many problems that have long been ignored, many of the problems which the Mexican American community has suffered alone and quietly. I believe that we are fortunate in that with time, attention and resources devoted to the solution of these problems there is yet time enough to bring about a betterment of life in order to bring this large segment of the American population to the fulfillment of the American dream and yet maintain the pride, the language and values of the Mexican American culture in a constructive, positive fashion.

The topic that I have been assigned and one which is of real interest to me is "Agricultural Research and the Orientation of the Department of Agriculture." Perhaps it interests me greatly because I was born and raised in a rural community which is largely a Mexican American community whose life blood stems from a rural economic base. Because the Department of Agriculture has its prime concerns in the development of agricultural activities and the improvement of rural areas through increasing productivity and the betterment of life, my discussion is limited to developing and improving the social and economic bases for these rural areas. Also because the Mexican Ameriican community is extremely well represented in the rural communities of the Southwest, recommendations that I include in this paper, I hope will be of some assistance to people in rural communities throughout the country, including the Indian and the Negro population, but, especially the rural Mexican American. At all times, it must be understood that any program designed for the purpose of providing an improved means of living for any people must first of all address itself to values, attitudes, and the culture of those people.

Heretofore, the Spanish speaking people of the Southwest have not been recognized as a group of people needing special attention. This has been a critical oversight. You are correct in your decision that if agencies are to succeed in their efforts with the culturally different they must also respond to the Spanish speaking needs and values. In a sense, what I am saying here is that much more than technical competence is necessary in dealing with a group of people whose values and culture are distinct, and consequently this difference affects

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their ability to conceptualize the technological aspects. In New Mexico where large concentrations of small farms, primarily held by Spanish speaking people of rural New Mexico, are grossly under-utilized—often not producing more than $25.00 per acre—it has become increasingly clear within the past few years that such under-utilization does not have to exist, that technologies are available which can produce upwards of $250.00 to $400.00 per acre on the same land.

In these rural areas to site some examples of economic deprivation, within Mora County 60% of the population earns less than $3,000 per family and in Taos County the picture is much the same as it is in several other counties of the state. Yet, by involving the small land owners in improving the productivity of their land, it is not inconceivable that within three (3) years more than 60% of the population of Mora County could be making more than $3,000. I might indicate that the same phenomenon of small land holdings also exists through the country in other areas. There are great varieties of crops which can be grown in small plots and which are not subsidized by federal payments, but which are also compatible with the small holdings and available labor supply provided by the rural families. Through the joining together of several small farms in production and in marketing, some of the advantages of commercial farming can be obtained. The wide variety of crops, primarily truck garden crops, can be grown for a market which exists in the State of New Mexico today. This proposition is based on the fact that today an excess of 70% of all the foodstuffs consumed in the State are imported.

During the past few months the Home Education Livelihood Program with some assistance from the Extension Service and other Department of Agriculture agencies has been able to involve migrants with small subsistence plots in Mora, Penasco, and Anton Chico in growing successfully cash crops of high quality, cabbage, turnips, potatoes, and corn of different varieties. This demonstration evidences that not only the feeble efforts which HELP has attempted will produce results. But, far more significantly would be moving the demonstration and experimental plots of the Department of Agriculture and state colleges from a pseudo-laboratory project to the small fields to encourage the small farmer to increase his income from his own land. Even though some subsidy money may be expended, the results are certain to bring forth the benefits of improved earnings. Through this past summer, this group of small farmers involved themselves in learning about improved varieties of crops, planting them, cultivating them, and marketing them through a variety of market avenues; including the wholesale produce market, retail outlets, institutional selling and direct sales. It is hoped, and we have some evidence to support hope, that other communities, such as Tierra Amarilla, are picking up our experience on their own. I present this suggestion first because it seems to me that this one approach can succeed and bring almost immediate results. I would also recommend that the Department of Agriculture begin to coordinate with agencies other than the Department of Agriculture and then directly with farmers, to utilize the experience and outreach which other agencies have obtained. (To some extent this is now being done through TAPS.)

Of major importance and my second recommendation stemming from the same root is the study of the effect of federal land on the small farmer. Traditionally, the small farmers in rural New Mexico have depended on grazing lands as a means of supplementing their own small private land holdings. During the past few years it has become an accepted fact that the present land condition of federal lands cannot support an increased livestock population. There are many who disagree with this position, and perhaps at times, with some justification, but no one can deny that land, both federal and private, needs an aggressive far reaching program of re-seeding, re-vegetation and erosion control. It has been estimated by Burma & Williams that such practices can increase ten-fold the carrying capacity of the grazing lands of both Rio Arriba and Taos Counties (New Mexico). This applies to other rural counties. The importance of federal land, for livestock, especially small livestock, can be realized only when one considers that in many counties in the western states over 50% of the land is under federal control but is increasingly receiving greater attention in terms of its resources largely for recreational use, at times, it seems at the expense of the basic needs of people who depend on it for fulfilling those needs.

I would remind you that the present policy under study by the Department of Agriculture allows $1,235,823 to be obligated to land management for recreational purposes in New Mexico, while merely $240,000 is obligated for range and revegetation and less than half, $443,000 has been obligated for soil and water management. These are stark facts justifying the need for re-study of present expenditure policies and resource allocation when taking seriously the plight of the rural Mexican American. In the other Southwestern states this same disproportionate spending is taking place. In Arizona, California, and Colorado anywhere from twice to fourteen times as much budget is allocated for recreation as for development of range land and re-vegetation. In addition, with all the emphasis placed on wild life preservation and conservation education, the majority of population in and around the wilderness areas are generally not touched by recreation opportunities and the actual obligations for budgets to promote wild life preservation and soil and water management are markedly lower than the vast amounts expended for recreational facilities. Considering the backlog of needs for re-vegetation, re-seeding, erosion control, brush thinning and timber management as indicated in *Rural People in the American Economy*, *Agricultural Economic Report #101*, and project plans by the Forest Service a great deal could be done quickly in the training of soil conservationists of an indigenous variety to improve the valuable economic resource which federal land represents in these rural counties. Involvement of the indigenous population in an aggressive program to improve the present over-grazed and eroded condition of federal land is imperative.

Over the next ten (10) years it is not inconceivable that many of the employment problems of the rural Spanish speaking population can be partially resolved by undertaking a program of employment and training in soil and water conservation, which will result in the net addition in land and water resources of the country. The program should be comprehensive in its attempt to improve water shed areas, to improve the grazing potential of the land and to improve its potential for timber yields. Such a program would make much more sense than the building of huge multi-million dollar dams for erosion and flood control which will become obsolete in a span of 30 to 40 years. Such a program would return to the country almost indefinitely those resources which are most critically needed. Such a program would add greater value for recreation and wildlife purposes in relatively few years. The whole area of wildlife, watershed improvement and grazing would be much better served by relatively few million dollars as compared to one hundred million dollar programs of flood control and soil erosion control. At the same time the serious unemployment problems which plague the Spanish speaking population in New Mexico, rural Arizona, and other Southwestern states would begin to be solved and a manpower source, scientifically trained and sensitive to conservation would result. A secondary part of this recommendation is the imperative and comprehensive review of land use policies and their effect on the economic base of the rural community. Such a review should involve not only employees of the Department of Agriculture but should involve private individuals knowledgeable in problems of both the people and the land. Such a comprehensive review should then be used as a base upon which future policies of the Department of Agriculture will evolve: namely, a greater understanding on the part of the local population of the goals and policies which presently exists and the agencies' understanding of problems of the people.

I would recommend that that research is critically needed concerning programs under the Department of Agriculture. A study designed to identify the communication barrier impinging on the Mexican American who is totally unaware of potential programs provided by the Department of Agriculture. It is necessary that this research program concern itself with one, the lack of knowledge of these programs, two, ways in which the existing programs can be introduced in the areas where legal blocks to land use stand in the way of operational programs for soil conservation and three, the extent and severity of such blocks. A research program which would be designed to collect information relative to the proportion of the people of Spanish speaking descent who own land resources and to determine knowledgeability of agricultural programs is important.

The subject of communication with the culturally different, and undereducated, culturally deprived adults is a vast subject, about which the Home Education Livelihood Program, like others, is still learning. To explain more fully my reference to this subject, I will offer some examples of ways to overcome this communication barrier. This will in no way exhaust the subject or even serve as a short course in educating the undereducated adult, but it will serve to give credence to my concern.

During the time that HELP has been in operation we have discovered through as careful an understanding as possible of the cultural background of the Spanish speaking American that some meaningful things can be done to open levels of communication and become a working partner with the underprivileged. Some of these are:

1. Abandon as much of the role of the authority figure over subject people as possible. We all have a tendency to let our professionalism overtake us and get in the way of our relating to other persons. In the case of the non-English speaking persons this can become a serious barrier. The whole experience of hearing and understanding and doing is quite a threat in itself, without throwing in the way the role of the dignified and pompous authority symbol. Extension and Demonstration agents as well as teachers and Poverty Workers have this problem, and it cuts down on any real communication out of fear and fear of failure immediately.

2. Speak to the people in language and concepts that are meaningful. We all have jargon for our trade, but we seldom ask whether the layman or nonprofessional understand what we say. For the well-educated but uninformed person this becomes a challenge to ask questions or read in order to comprehend. But to the under-educated, non-English speaker this becomes an impossible barrier. Since it is senseless for him to try to follow the high-sounding phrases and strange words, he simply leaves the speaker and nods politely. We may condemn him for this, but think seriously—who is trying to communicate and who is to be condemned? To carry this one step further; what is to keep the communicator from speaking and writing in the language which the subject best understands? There is still a strong opposition to using anything but English in this land of pluralistic society. Some have learned that this is a very naive approach to some very critical social and economic problems—but the mistake goes on.

3. Another quite simple sounding but not so simple technique is to use material which speaks to the functional needs and interests of the rural, undereducated adult. As I say, it sounds simple. But, most materials, educational or otherwise are geared for the middle class American. They presuppose certain experiences with objects, places and times which the isolated Mexican American farmer and farm worker most generally does not know. Too often the same language barrier and jargon problem is present. We have discovered that when it comes to audio-visual material and simple pamphlets that men in double breasted business suits, carrying attache cases, talking over urban development projects soil conservation plans do not have great impact upon the rural, underprivileged population. In turn, we need appropriate aids for communication for the job we are trying to undertake, which do relate to the rural poor, and which do provide information about their agricultural and domestic problems. Perhaps, we should listen to their problems as they view them and temporarily abandon our institutional orientation.

4. If we are truly concerned about the communication problem and educational lag of the rural adult, it is worth very serious consideration that a page be taken from the Office of Economic Opportunity book to begin training sub-professional persons who can communicate with this population, and secondly, to move our operations to where the action is rather than expecting the action to come to us. Those working with this population have testified that sub-professionals are most often more effective in teaching and listening than the old-line professional. It certainly has been evidenced that programs and services in the target areas have effect while demonstration projects or removed experimentation stations rarely reach the people in desperate need.

A great deal of research need exists to attempt to determine new ways of bringing new technology to the small farmer. If one looks at the research activities going on at state universities and schools of agriculture one finds a great deal of assistance that is being provided through federal subsidies to improve the technological level and to mechanize agricultural crops. Within recent years mechanization of the tomato has arrived. The cotton has gone the mechanistic way, as well as potatoes, sugar, beets, onions, and all largely subsidized through the Department of Agriculture grants. Much of this research benefits mostly the corporate farm. It is time now to provide the same assistance to the Spanish speaking rural population of the Southwest who tends to be a small farmer and farm worker.

With regard to one of the most dynamic programs of education that the Department of Agriculture has underwritten, the Extension Service should receive some attention and review. An outstanding characteristic of the Extension Service is its cooperative nature. It is largely cooperatively financed, that is, the county, state, and federal governments participate in financing the extension service in a given county. Yet, in those areas which are the most severely depressed, we find one or two extension agents spread in a county like Rio Arriba, which is larger than the State of Connecticut. Thus we find extension agents in the highest concentrations in the cities. Not the vast rural regions of our country. We find that there are few, if any, home demonstration agents in the rural counties. As a result we find that extension agents and home demonstration agents provide little if any assistance to the agricultural migrant farm worker, who in the Southwest is largely Mexican American and rural. Therefore, if the needs of the Mexican American rural population are to be served by the Department of Agriculture programs re-definition of its service must be made. Or as an alternative additional funding should be provided to the Office of Economic Opportunity to mobilize the technology of the Department of Agriculture to the rural areas so that extension services will adequately reach the Spanish speaking.

During the past year, Title III–B in the State of New Mexico has served over four thousand migrant and seasonal farm workers. Large numbers have been served in Arizona, thousands have been served in Texas, California, and Colorado, but mostly not by the Department of Agriculture. So it seems that in the economic picture of agriculture not all the factors of production are receiving their proportionate share of attention. We have provided managerial assistance to farmers. We have provided financial assistance to the entrepreneuring farmers. We provide technological and capital assistance, but we have given little or no attention to the factor of labor. In view of the increased mechanization of the American farm, and especially the large one, which in recent years has produced 70% of the crop by 12% of the farms, we must give attention to the low income farmer and to the low income laborer in the Southwest.

In the area of rural housing which is a concern of the Department of Agriculture it is necessary to attempt to find the means to assist the rural Mexican American resident in understanding programs of financial assistance for housing improvement and income improvement. During the past year, we have become increasingly concerned that present lending policies of the Department of Agriculture for rural housing require a level of ilncome which many, many Mexican Americans of the Southwest just do not possess. A family of six with a $2,000 income has no repayment capacity according to present criteria. Yet the need for improved housing in rural areas is critical. Self-Help programs have been initiated in several Southwestern states. Like the present, lending programs, they also have restrictions which keep them from helping the poorest of the poor. More aggressive attempts on the part of the Department of Agriculture to initiate farmworker housing is necessary.

One further concern of the Department of Agriculture should be the question of what happens to the farm laborer as he gets automated out of existence in terms of his opportunity to earn whatever livelihood, limited as it is, he has been able to obtain. He tends to be severely undereducated and untrained. Is anybody giving concern to this individual?

I propose that fully supported education and training programs be initiated during the off season for the Mexican-American rural poor, who as a worker and small farmer receives no unemployment, disability compensation, or pension plans, but does receive low wages. I propose that the Department of Agriculture become as forceful in pursuing NLRA coverage for farmworkers as it has been in helping to increase the benefits to farmers.

I would propose, as a final recommendation, that the Department of Agriculture should extend its prevailing wage concepts, which presently apply to the sugar beet industry, to all of its farm subsidy programs. That is, the Department of Agriculture should apply the same principle to agri-business that is presently applied to highway contractors, to defense department contractors and many other contractors who agree to comply with prevailing wage rates and policies as a condition to obtaining federal contracts. The Department of Agriculture should require that as a condition to obtaining federal subsidies in any crops, as well as soil land-bank payments, the agricultural operator also comply with fair standards of pay for the farm laborer. Let me propose that such compliance policies would have one of two results: First, an immediate improvement in the economic life of the farm worker, and even perhaps a slow but natural demise of the subsidized crops and subsidy programs; and, secondly, assist the small farmer in allowing him to compete favorably.

I do not believe it unfair to expect that the farm laborer should receive some of the benefits presently accruing to agricultural business from federal subsidy. I do not believe it unfair that the farmworker receive wage benefits and wage guarantees and possibly even have accessibility to hospitalization plans and workmen's compensation.

Mr. Secretary, I appreciate the opportunity to express my views and I sincerely hope that this effort today results in positive self-fulfilling programs for my people. ■

The Agricultural Worker and Sugar Beets[1]

by

JONATHON B. CHASE
Assistant Professor of Law, University of Colorado

During the peak period of 1966, there were approximately 14,500 agricultural workers employed in the state of Colorado, about 7,730 of whom were migrant workers (those coming from out of state) and the remainder, Colorado residents.[1] The total number of agricultural workers employed in the state at one time or another, however, is far more than 14,500, since different people enter and leave the labor force as work on one crop begins and on another, ends. At some time during the summer (actually from about May 1 through the middle of November)[2] almost all of these workers were out of work for days or weeks, either because of a crop failure, bad weather conditions, or an oversupply of labor in a particular area. Furthermore, even when jobs were available, almost all of these workers, sometime during the summer, worked for shamefully low wages. The average rate of pay for agricultural workers cannot be computed by merely considering the days worked, but must also take into account those many days, during the season, of forced idleness. When this is done, the resulting per diem figure must be pitifully low. Roberto Valenzuela estimates his family's average annual income over the past several years at well below $2,000.

In addition to the problem of chronically low wages, there is also the problem of housing the migrant workers and their families, who at a conservative estimate based upon the above figures, must number at least 30,000 within Colorado at some time during the agricultural labor season. Although the housing in Delta and Fort Lupton is in many ways inadequate, I saw labor camps in other areas of the state, particularly in the Arkansas Valley, that aren't fit for animals. Although I did not have an opportunity this summer to see much on-farm housing, from what I have heard from others, at least some of the on-farm housing is as bad as any to be found in the worst labor camps.

Before discussing possible solutions to the problems of wages and housing, there is one other factor which must be considered—the impact of mechanization on the migrant farm worker. The number of workers employed in Colorado during the peak period has declined steadily, from 16,700 in 1963,[3] and this is at least partially due to increased mechanization. New machines are being tested for the harvesting of tomatoes and pickles[4] and I saw extensive use of mechanical potato harvesters in the San Luis Valley. In an interview with Mr. E. G. Kidder, Manager of The American Crystal Sugar Company plant in Rocky Ford, he predicted that pickles and tomatoes would be mechanized within two to three years. He was a bit more cautious in discussing sugar beets, saying that herbicides and mechanical thinners would be sufficiently developed within "the near future" to avoid the need for hand labor. A farmer with whom I talked in Wray, Colorado, however, could not see that mechanical improvements in sugar beets would ever be sufficiently perfected to replace hand labor. This view was confirmed by a discussion with a man who recently resigned from The Great Western Sugar Company, having been employed by them as a field man for the last three years. He said that there had been no noticeable improvement in thinners or herbicides within the past several years and that representations to the contrary by the sugar companies are merely to induce farmers, who would like to avoid the many problems involved in employing hand labor, to begin or to remain in beet production.

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[1] This paper consists of excerpts from the conclusion of an article by the same author which will appear in the fall issue of the *Colorado Law Review*.

In considering possible solutions to the problems facing migrant farm workers, particularly in Colorado, the focus will be on sugar beets, for the following reasons: in Colorado, there are almost four times as many workers employed in sugar beet production than in any other crop,[5] and, during the peak period, workers in sugar beets account for over half the work force;[6] there appears to be little likelihood that the number of persons employed in sugar beet production will decrease significantly in the next several years; and improvements in wages and other working conditions in beets are likely to be reflected in similar improvements in other crops.

A. Wages—Rates

Under the Sugar Act of 1948,[7] wages for labor in sugar beet production are determined by the Secretary of Agriculture on the basis of annual regional hearings.[8] As of 1967, producers of sugar beets are given the option of paying on a time basis ($1.40 per hour) or on a piecework basis.[9] Payment of these rates is effectively ensured by requiring producers to give evidence of compliance as a prerequisite to receiving annual sugar payments.[10]

These annual hearings, which provide the basis for the wage determination, are dominated by sugar processors and producers, although Acting Secretary of Agriculture, John Schnittker, in his report on the 1967 wage determination, does indicate some representatives of labor did appear at the hearings.[11] Given the fact, however, that there is presently no organization of sugar beet workers whatsoever, it is hardly likely that the individual workers who testified were particularly effective when compared to the size and sophistication of the producers and processors. Furthermore, the former field man for The Great Western Sugar Company with whom I spoke informed me that he was instructed by his employer to bring in the work sheets of about four or five of the workers who had been able to earn a high hourly wage at the prevailing piecework rates, these work sheets, together with others produced by other field men, to be used as evidence at the hearings to show the adequacy of the present rate. Thus, the workers are not only prejudiced at the wage hearings by not having their interests adequately represented, but also by the fact that what evidence is presented is oftentimes designed to produce an inaccurate conception of what the average worker is able to make at the present rate. The result is a minimum piecework rate which, in circumstances when the minimum rate is necessary, is inadequate.

Under favorable working conditions, such as those which existed in Delta, Colorado, this summer, the relevance of the required minimum wage is merely to provide a framework in which the bargaining between the farmer and worker takes place. Workers under these conditions have sufficient bargaining power that minimum piecework rates are paid only when they yield an hourly wage at least equal to the hourly minimum of $1.40. If the minimum piecework rate yields less than that, experienced workers will refuse to work unless either the hourly minimum or a higher equivalent piecework rate is paid. And they are successful.

When the minimum wage becomes relevant and necessary is when the grower, but for the minimum, would be able to pay less than that rate for his labor; and that was the situation in Fort Lupton, Colorado, this summer, when there was a surplus labor force, most of whom had no savings either in money or food, and there was relatively little work available. In situations such as this, a producer with a particularly weedy field will be able to get labor for weeding at the $8.50 per acre minimum required for that operation, although the hourly yield may be as low as 75¢. Yet, that is all that is required of the producer in order to qualify for sugar payments. When discussing minimum wages, then, their adequacy must not be measured in reference to conditions when they are unnecessary, but in reference to conditions when they are a necessary protection to the worker; and, under those conditions, they are inadequate.

There are several ways in which the present wage regulations for sugar beets might be improved. In order of desirability, they are as follows. First, if the Secretary of Agriculture has determined that $1.40 per hour is a fair and reasonable hourly wage for sugar beets, as he has for 1967,[12] then that is what a worker should get. Present regulations permit the producer to pay either on an hourly basis or at a piecework rate and, as a practical matter, the rate paid is the latter.[13] The best arrangement would be to permit the worker to have his choice of the piecework rate or the hourly rate, whichever is greater. The next best arrangement would be to require the producer to pay at least the hourly minimum rate, as is now required by the Secretary of Agriculture of producers of sugar cane in Florida.[14] A third suggestion, in the absence of a prescribed hourly minimum by the Secretary of Agriculture, would be to at least require, as a condition to receiving sugar payments, proof of compliance with the Fair Labor Standards Act[15] by covered producers,[16] the burden of proving noncoverage to be upon the producer.

B. Wages—Enforcement

Once the wages for agricultural workers have been set at a reasonable rate either by the Secretary of Agriculture under the Sugar Act of 1948, by the industrial commission of Colorado under Article 7 of Chapter 80 of the Colorado Revised Statutes, or pursuant to the Fair Labor Standards Act, there are still two basic problems in relation to wages which remain: first, to make sure that the required minimum is actually paid; and, second, that it is received.

The Sugar Act of 1948 requires, as a condition to receiving sugar payments, "That all persons employed on the farm in the production . . . of sugar beets . . . with respect to which an application for payment is made shall have been paid in full for all such work and shall have been paid wages therefor at rates not less than those . . . determined by the Secretary to be fair and reasonable . . . ."[17] In the regulations adopted pursuant to this section, the producer is required to keep "such wage records as will fully demonstrate that each worker has been paid in full in accordance with the requirements of this section."[18] The value to the producer of receiving sugar payments adequately assures compliance on his part in *paying* the wages required of him by law. The problem arises when contractors are used as a conduit for payment of these wages to the workers—somehow they decrease in amount between the time the farmer pays and the time the worker receives. But, how is it possible for the contractor to pass on an amount to the workers which is less than the required minimum when the regulations established by the Secretary of Agriculture require proof of the producer that "each worker has been paid in full?" The answer is depressingly simple: when the contractor turns over the work sheets to the producer he falsifies the amount received by each worker. The irony is that the solution to the problem is just as simple. Require the farmer to pay each worker personally. If this were made a prerequisite to receiving sugar payments, the worker would effectively be assured of receiving a fair wage, assuming that the wage rate which has been set is reasonable. And it wouldn't cost the producer a penny more than he is now paying. Whatever small administrative inconvenience to the producer which this requirement may entail hardly justifies the present discrepancy which now exists between what the farmer pays and what the worker receives when the farmer delegates the responsibility of payment to a contractor.

In addition to the conditional payment provisions[19] there is other authority under the Sugar Act of 1948 for the Secretary of Agriculture to require the producer to pay each worker directly. Section 1159 of the Act gives the Secretary the power, after conducting an investigation, "to make recommendations with respect to . . . (b) the terms and conditions of contracts between laborers and producers of sugar beets . . . ."[20]

C. Housing

Both under Sections 1131(c)(1), relating to wages, and 1159, relating to contract between the laborer and producer, of the Sugar Act of 1948, the Secretary of Agriculture has the authority to require, as a condition to receiving sugar payments, that producers who undertake to provide housing for their workers provide housing which is adequate. This is authority which heretofor has not been exercised by the Secretary, with the result that many of the laborers and their families engaged in the production of sugar beets live in housing which is shamefully dilapidated, without running water, heat or electricity. In order to ensure that these people will be permitted to live with dignity, rather than as animals, the Secretary is urged to adopt the housing standards set by the old Presidents' Committee on Migratory Labor as those which must be observed by a producer, providing housing for his workers, as a prerequisite to qualifying for sugar payments.

D. Food Stamp Program[21]

Because of residency requirements contained in many state welfare laws,[22] the Food Stamp Program is the only available relief to many migrant workers and their families. Yet, even this program reaches very few of the families who need it, for the following reasons. First, they don't know that it is available. Of all the families I met in Colorado this summer, many of them without money or food, none was aware of the Food Stamp Program. A new, aggressive program is necessary to educate the migrant workers as to the availability of food stamps.

Even when families have learned of the Food Stamp Program, most cannot afford to buy them. For example, a family of six earning $150 per month must pay $64 in order to get a bonus of $42 in stamps. It is absolutely impossible for a migrant family, getting paid daily or semi-weekly to save $64 out of $150 of income a month. It is true that local welfare agencies have the authority to permit recipients to purchase stamps on a weekly basis, but they don't do it. In my experience this summer, after families were informed of the availability of the program and applied to purchase stamps, no family was permitted to purchase the stamps more frequently than semi-monthly. As a solution, certification of periods for purchase should not be left to the discretion of local welfare authorities. It should be required that a person purchasing stamps be permitted to buy them as frequently as he is paid, but not more than once each week.

In closing, the Secretary of Agriculture has it within his power to do much towards alleviating the dreadful conditions under which the agricultural laborer is forced to live and work. It is my sincere hope that he will exercise that power towards that end. ■

REFERENCES

(*1*) Colorado Department of Employment, Annual Farm Labor Report [hereinafter cited as Colorado Farm Labor Report] 8 (1966).

(*2*) *Id.* at 36.

(*3*) Colorado Farm Labor Report 8 (1966).

(*4*) *Id.* at 24.

(*5*) In 1966, during the peak demand period for labor in sugar beets, 8,600 workers were employed, as compared with 2,300 in the peak period of potatoes, the crop using the next highest amount of labor. Colorado Farm Labor Report 9 (1966).

(*6*) *Id.* at 8–9.

(*7*) 7 U.S.C. §§ 1100–1161 (1965).

(*8*) 7 U.S.C. § 1131(c) (1) (1965); 7 C.F.R. § 803 (1966).

(*9*) 32 Fed. Reg. 5458 (1967).

(*10*) 7 U.S.C. § 1131 (1965); 32 Fed. Reg. 5459 (1967).

(*11*) 32 Fed. Reg. 5460 (1967).

(*12*) 32 Fed. Reg. 5458 (1967). It should be noted, however, that at $1.40 per hour, working 50 weeks for eight hours a day (which is hardly likely) a worker would have an annual income of $2,800, hardly a living wage.

(*13*) 32 Fed. Reg. 5460 (1967) (report of Acting Secretary of Agriculture John Schnittker).

(*14*) 7 C.F.R. § 863.18(a) (1) (iii) (1967) ("The hourly rate of earnings of each worker employed on piecework [rates] . . . shall average . . . not less than the applicable hourly rate prescribed in . . . this subparagraph.").

(*15*) 29 U.S.C. §§ 201–219 (1966).

(*16*) In a hearing conducted in Denver this summer by Vicente Ximines, Chairman of the Inter-Agency Committee on Mexican-American Affairs, representatives of the Wage and Hour Division of the United States Department of Labor stated that for purposes of coverage under the Fair Labor Standards Act, as amended in 1966, farmers and contractors would be considered joint employers, with the result that if one were covered, so then would the other. Thus, a farmer who did not meet the 500 man-day requirement of 29 U.S.C. § 213(a) (6) (1966) and would not therefore be covered under the Fair Labor Standards Act, will, if he employs a contractor who does meet the 500 man-day requirement, lost his § 213(a) (6) exemption.

(*17*) 7 U.S.C. § 1131(c) (1) (1965).

(*18*) 32 Fed. Reg. 5459 (1967).

(*19*) 7 U.S.C. § 1131 (1965).

(*20*) 7 U.S.C. § 1159 (1965).

(*21*) 7 U.S.C. §§ 2011–2025 (1966).

(*22*) E.g., Colo. Rev. Stat. § 119-3-8—10 (1963). A similar requirement in a Delaware welfare statute was recently declared unconstitutional. Green v. Department of Pub. Welfare of Delaware, 270 F. Supp. 173 (D. Del. 1967) (three judge court).

Housing Problems of the Rural Mexican American

by

ARMANDO C'DE BACA

Director, Denver Opportunities, Inc.

My invitation to this conference was caused by my background rather than my present association. I think it important to say that I was born and raised in rural, northern New Mexico, and immediately prior to my becoming associated with Denver Opportunity, I was the Community Action Program Director in my home county of Sandoval for two and one half years.

The object of this testimony, Mr. Secretary, is to present some suggested solutions to parts of a large problem which is many faceted. It is not intended to belabor the problem or establish its existence with charts, statistics, etc. Nor will remarks be held to the area of efficiency of the USDA, and at times, they will go beyond the subject of housing. I am sure, however, that any such remarks will be pertinent to the living conditions of the Mexican American.

First, let me describe briefly the temperament of the individual we are concerned with; he is humble and proud, honest and diligent, resourceful yet unskilled, cultured yet uneducated, polite and sensitive yet a manual laborer at best. He is family oriented and not mobile, either in society or geographically. He is well aware of the fruits of our economic system and, while rejecting some, aspires to others as any normal human.

The Mexican American is close to the soil, probably more than any other American. He desires a piece of earth upon which, it goes without saying, he wants a home.

The rural Mexican American is a home owner and intends to stay that way. Inadequate as his housing might be, he would rather it be that way than to move or subject himself to beg, or embarrassment, to change the situation. This brings us to the first indictment and the first suggestions.

Two overriding elements have to exist and be intrinsic to the function of an agency concerned with a social problem:

A. Empathy

This is an integral part of the method used in attacking the problem. Unless the people concerned with the housing conditions feel, with every sense, the inadequate conditions under which an ill-housed family lives, a proper solution to the problem cannot be accomplished. The ramifications of both the lack of and the existence of empathy can be seen in the items discussed below.

B. Imagination

Some of the suggestions made below will require some imagination on the part of state administrators. The suggestions have been weighed carefully, and it is felt that they are well within the expected conduct of your state administrators. That, however, is not the reason to inject the thought. The reason is because the problems, being unique, require unique solutions, and thus, some imaginative solutions have been suggested.

Outreach.—The USDA has little or no outreach capabilities which are effective; in most rural counties it is nil. The loan officer, located in a federal building in a population center, cannot speak the language of choice of the Mexican American, and neither can the receptionist. The loan officer travels on an itinerary and remains almost incognito.

Suggestion.—I suggest that, immediately, the job description of the loan officer in the rural communities be changed, that they be charged with the responsibility of mixing in the towns and getting to know the people. The concept of involvement in the community by public servants has been expounded enough; suffice to say that lack of meaningful involvement should be cause for immediate dismissal. (T.A.P. is not meaningful involvement.)

Problem.—Coincidental with the lack of outreach is the lack of ability to communicate. I am familiar with numerous instances in which people have not received service from your agency or the service was inadequate because they have been unable to communicate or be communicated with.

Suggestion.—That immediate efforts be made to enlist Mexican Americans as loan officers. If job specifications have to be changed, then change them.

A comment on job specifications of the USDA is in order here. They are designed to exclude rather than include; examples of this are available on request. No real effort is ever made to recruit from the Mexican American group.

Procedures.—A careful examination should be made of methods and procedures. Presently, a person seeking a loan has to prove that he can't get a loan from conventional, private sources. This, in and of itself, is reasonable, but the burden of this should be with the USDA.

Suggestion.—The application for a loan could well be examined by several banks and returned to the agency with their notations, rather than having the client go from bank to bank asking for a refusal of an application. With little or no effort, this process could well be changed so that this could become a service for the prospective borrower. The agency could be an advocate for the borrower to get him private financing and really assist him in improving his credit. It takes little imagination to see how this would impress the private business sector.

While the process of the next suggestion is somewhat beyond my capability and I could not answer specifics on the matter, I feel that an FHA guaranteed loan system could be extended to rural areas coupled with the above suggestion.

Specifications.—The process of eventual building, provided that the individual survives the red tape and administrivia, is even worse. Little imagination has been applied to this area. First, specifications such as stucco construction, are out of step with local needs and desires entirely. The use of adobe is almost forbidden. The turn key provision is detrimental as are the bids from licensed-bonded contractors. The borrower is not able to use his talents, whatever they might be, to save some construction costs in order to possibly convert that into more square footage of home. The use of local materials available is quite a problem, and should be examined very carefully.

Suggestion.—Any change in policy in this area has to be general in nature. Thus, a general remark will be made. Individual attention is a legitimate term applying not only to education, but to each individual's desire. This could well be applied to the project of building or adding to a house. FHA engineering staff, it seems, are not cognizant of this.

Solvency.—All too often, loans are refused because of the lack of ability to repay. The problem is not the repayment ability; it is the matter of lack of counseling by USDA staff. I have seen examples of individuals who have been refused loans on the basis of inability to pay, in which cases some assistance in eliminating an unnecessary portion of the proposed project could have correspondingly reduced the loan to within the amount payable by the individual.

Suggestion.—The suggestion is included in the description of the problem. Suffice to say that in situations involving the above discrepancy, understanding of, empathy for, and desire to help would dispose of the problem. I venture that it would take little or no imagination.

General comments and observations.—I invite the attention of the Secretary to testimony received by the Senate Subcommittee on Poverty, known as the Clark Committe, for more information on past inability of the USDA to reach the Mexican American.

The Department should make every effort to reinstate the grant provision of the act in the appropriation for USDA operation. I feel that this is a tremendously important factor to the people it could best serve.

It may be of some interest for the department to re-examine its policy on grants-in-aid and loans to rural communities for water systems—specifically, the need for water meters. This author has seen the ridiculous occur in this area.

The administration of #504 loans for Welfare Department clients is a resource available to these people, which has been neglected based primarily on the lack of outreach above mentioned. It could be suggested the local loan officers attend a local DPW staff meeting at which time the coordination of the matter be arranged.

Recapitulation.—The above remarks are intended to cause some examination of existing programs and procedures within USDA which, in the opinion of the author, are lacking in certain extrinsic elements which, if injected, would cause better service to the object of both our concerns here today. The above remarks are made in good faith, intended to improve the capacity of the Government of the United States to serve its population and, especially, its disadvantaged. These remarks are not intended to assault any member of your organization as a person. They are, however, intended to assist in causing change for the better. This author stands ready to document any statement or illustration made herein, and further, makes himself available to assist in whatever way possible to the USDA in improving the delivery of services so sorely needed by the Mexican American. ■

Rural Cooperative Development and Economic Opportunity Loans as Methods for Economic and Social Development

by

ANGEL GOMEZ

4-H and Youth Development Program Leader, New Mexico State University

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Before beginning my testimony, Mr. Chairman, I wish to thank the Inter-Agency Committee on Mexican American Affairs for this invitation to review with you some of the problems and opportunities confronting the Mexican American and/or Spanish American population of northern New Mexico. I chose northern New Mexico as a result of my experiences in that part of the state as Community Development Agent for the Cooperative Extension Service of New Mexico State University from February 1965 to September 1967. My present position is Program Leader, 4-H and Youth Development at New Mexico State University and assigned to provide leadership for youth program implementation among all segments of New Mexico's youth population through the Cooperative Extension Service in each of the state's 32 counties.

My testimony will relate to cooperative development and economic opportunity loans and their use as methods to accelerate the economic growth of northern New Mexico. I want to make clear that the development of cooperatives and the utilization of economic opportunity loans by the Mexican American, if successful, are at best only partial answers to resolving the economic and social problems which exist. They are only a few of the many opportunities available by which the Mexican American can better his standard of living.

North-central New Mexico has been referred to as "a portion of Latin America occurring in the midst of a typically American state." This analogy is prevalent among many sociologists, educators, and resource development experts who have studied this area or who have spent a part of their life among the people inhabiting the many villages and farm sites. The compatibility of Latin America and northern New Mexico based on their similar cultures and traditions, if this truly is the case, stems from the predominantly Mexican American and/or Spanish American population found in north-central New Mexico. This population is comprised of descendants from Spain and Old Mexico dating back to the early sixteenth century. Indeed, with approximately 70 percent of the area's population being of Spanish or Mexican descent, many of the customs, traditions, family structures, and church relationships of eighteenth century Spain still exist.

Interest among various groups and governmental agencies in north-central New Mexico has stemmed from numerous factors, some of which are the traditionally old village structures, isolated farming units, and the picturesque beauty of the region surrounding a Spanish setting. More recently, concern has come about because of the lack of resources in the area. This has resulted in an economic lag as compared to the rest of the state. Although the human resource is abundant, it cannot cope with an economic situation lacking the resources and organization required to meet today's economic and social demands. Various county, state, and federal programs specifically developed to assist rural, low-income areas have been implemented in north-central New Mexico. Some of these programs are community action programs under the Office of Economic Opportunity; the Home Education Livelihood Program, a phase of the War on Poverty under the sponsorship of the New Mexico Council of Churches; the Northern

Rio Grande Resource Conservation and Development Project under the leadership of the Soil Conservation Service; and educational organizational programs under the Cooperative Extension Service of New Mexico State University. These are but a few of many attempts being exerted to help the people of the north.

Through participation in economic and social development programs, the Mexican American is becoming aware of the use of rural cooperatives as a means of increasing his family income. The small production units in agriculture and in the individual family enterprise can be brought together turning a sub-marginal activity into an economic effort. Agriculture remains a major facet of the economy of northern New Mexico. An example of the small production units in existence, however, shows that in Rio Arriba County alone there are 122 farms under three acres in size and 416 farms from 10 to 49 acres. Currently, 45 percent of the cattle permits issued on the Carson National Forest and the Santa Fe National Forest are for less than 10 head. These figures hardly come close to the production units we have become familiar with in an economic system geared to technology. A technological system which has had its supporters for the past decade looking for controls to temper its productivity.

Let me cite one disadvantage which the small livestock owner faces in northern New Mexico. This is a true account as told to me by a resident of the mountain community of Penasco located in southern Taos County. A cattle buyer, after having seen a young calf in the backyard of the Penasco resident's home, offered the man $60.00 for the calf. The owner of the animal was amazed at the offer and told the cattle buyer that the calf was worth much more. The cattle buyer in return answered that he was in full agreement. The calf was worth $90.00, however, if he was going to have to go from backyard to backyard buying calves he couldn't afford to pay a top price for the animal.

Large acreages of cropland are planted in crops whose income potential is low. Such crops as alfalfa and pasture grasses can be replaced by various varieties of corn, garlic, avas (horsebean), and garbanzos (chickpea) and marketed as native specialty crops to be utilized in Mexican American dishes. For the Mexican American there is an advantage in utilizing corn in an enchilada rather than preparing it for the dinner table of "porky pig." The income potential of many of the cropping systems in the north combined with the small family acreages involved is substantial evidence that agriculture alone cannot solve the economic problem.

The crafts industry finds itself in a similar predicament as agriculture. The Mexican American has developed a skill reflecting the beauty and tradition of his culture. A skill passed on from father to son as shown by the woven rugs and furniture yet to be found in the area. This skill is slowly being lost as a result of inadequate security for the artisan who is unable to rely on it for his livelihood. The type of sophisticated production and marketing demands by today's business world is beyond the reach of individuals practicing handicrafts. They do not have the financial support or the knowledge to develop an industry capitalizing on their cultural skills.

As mentioned earlier, cooperatives can play an important role in bringing together production units aimed at increasing family incomes. They can provide the financial support, production volume, and marketing structure unavailable to the individual. I say this with certain reservations. Cooperatives can succeed and they can fail. It should be realized that a cooperative is a way of doing business and should be based on adequate justification—to provide a service not being provided or to provide a service at a lower cost to justify its existence. The organization of a cooperative should be on a sound economic basis and not subsidized by public grants so as to place private enterprise at a disadvantage. In addition, a cooperative injected into a cultural environment in which organization is not given priority, can become a frustrating experience. In many cases, such has been the experience of a Mexican American to find himself involved in an organization whose operational principles are foreign to him. Not only must a sound economic climate surround the development of a cooperative, but a simultaneous educational process must be initiated to prepare such an individual for his association with a new organization. In your own words, Mr. Chairman, "More and more people are turning to co-ops for answers. A few of them, of course, will turn in vain, for no co-op can be shipped to them ready for instant assembling on the living room floor. This is not the nature of a cooperative. A cooperative can be put together *only* by the people who use it—

piece by piece, slowly, laboriously, a step at a time. As a social instrument, therefore, it hasn't much appeal for those who look for overnight solutions to age-old problems. Yet for those who take the longer view, the co-op offers amazing advantages."

Yes, the people of northern New Mexico are looking at cooperatives as a method to increase their income. The community of Penasco after 1½ years of planning and assistance from the Cooperative Extension Service recently received $15,000 from the Economic Development Administration to construct a livestock marketing facility. The sponsor for this project is the Penasco Area Development Cooperative. The communities of Coyote and Gallina are interested in a similar project and residents in this area of Rio Arriba County have organized the Pedernal Livestock Cooperative Association. The culmination of this effort with assistance from Extension and the local community action program will also service areas such as Canjilon and Tierra Amarilla. In Taos County a $29,000 O.E.O. grant is available to craftsmen to organize a "Mercado", a marketing cooperative for crafts. The Resource Conservation and Development Project has assisted woodcutters in organizing a wood products cooperative utilizing Farmers Home Administration Funds. The state Technical Action Panel has a sub-committee on rural vegetable cooperatives giving serious consideration to cooperative development thus complementing efforts presently being exerted by the Home Education Livelihood Program in this same area. New Mexico State University has a Small Farm Task Force committee aimed at providing technical assistance to agency and resident efforts in improving the agricultural economy of northern New Mexico. Cooperative development is being given serious consideration as a partial answer to the economic problems facing the people of New Mexico.

In the past, the lack of financial resources for the Mexican American has been one limiting factor in the development of his standard of living. The Farmers Home Administration has been provided with monies for economic opportunity loans available at low-interest for low-income families. Since the beginning of this program authorized by the Economic Opportunity Act of 1964, a total of 486 loans for approximately $850,000 have been made to low-income families in the seven county area of north-central New Mexico (Mora, San Miguel, Taos, Rio Arriba, Santa Fe, Sandoval, Guadalupe). Of this number 332 were agricultural loans for $575,000 and 154 loans were non-agricultural for $275,000. Forty-five percent of the economic opportunity loans available through the Farmers Home Administration have gone to north-central New Mexico where again approximately 70 percent of the population is Mexican American and/or Spanish American. During this time 16 loans have been made to cooperatives in the entire state totaling $213,150. Of this number 10 loans for $112,650 have been made in the seven county area mentioned above.

The economic opportunity loans as well as additional loan programs under the Farmers Home Administration serve at present as a primary source of financial support for development projects in northern New Mexico. This is especially true for agricultural projects where 68 percent of the economic opportunity loans made were for agricultural purposes. I do not want to rule out loan programs under other agencies, however, my experience with northern New Mexico has taken me into closer contact with F.H.A. loan programs than with other financial loan sources.

The people of northern New Mexico have recognized economic opportunity loans as a means of solving some of their problems. The lack of financial resources to purchase needed equipment to work their farm plots has left hundreds of acres of land idle. The lack of sufficient materials from which to carve out a piece of Spanish-Colonial furniture has relegated this skill to a part-time source of income.

One characteristic of the people in northern New Mexico is the cautious attitude developed over the years toward debts and situations whereby they may become indebted. They can work for months on a loan application, devoting time and energies justifying the need for financial help, but when the time comes to sign on the dotted line they are just as cautious as when the initial effort for the project began. I believe that this is a trait which many of us dealing in resource development should study and consider when working with the Mexican American. This may be an indication on their part that money is not the complete answer. The Mexican American has very much the same aspirations and needs as his Anglo neighbor. I wonder, however, if emphasis to these needs is identical. No doubt, financial support will help the people of northern New Mexico, but it should be combined with a careful consideration for the social situation into which the money is being placed. Many times the highlight of a development effort is given to the announcement that so many thousands of dollars have been approved by such and such an agency for an economic development project. Money does not guarantee success and it can very well create additional problems for a community rather than solve them.

I mention this not in terms of being critical of financial help for this is a real necessity for all of us. The Department of Agriculture; Labor; Health, Education and Welfare; Housing and Urban Development; and the Office of Economic Opportunity have provided invaluable assistance to the Mexican American family. I would only want to point out that every consideration should be given by persons in leadership positions on a local, state, and national level to the social emphasis characteristic of the people toward which help is aimed.

In closing, Mr. Chairman, I want to emphasize that a helping hand understands. It recognizes the good in people and respects the reasons why they are what they are. Help is not simply tolerance and broad-mindedness or the acceptance of a national policy. It is that feeling of appreciation which all of us understand when we simply say "thank you." ■

The Forest Service and the Spanish Surname American

by

TOMAS C. ATENCIO
Associate Director, Colorado State Migrant Council

The following statement reflects the conflicts and problems prevalent in the relationship of a traditional folk, agrarian society and an impersonal United States Government Bureau. The format used begins with a historical analysis that emphasizes the cultural values and social systems of the Spanish and Mexican colonizers, as contrasted to the legal, industrial oriented policies and behavior of the U.S. Forest Service. It will conclude with suggestions and recommendations that may open the opportunity structure for the resident of northern New Mexico as well as other Mexican Americans who must relate to governmental bureaus.

Historical Overview

In 1598 Don Juan de Onate, the first New Mexican colonizer, arrived at San Juan de Los Caballeros in northern New Mexico with about one hundred and thirty Spanish soldiers. Some had their families as well as some Indian servants. A small contingency of soldiers with families arrived two years later. Battle casualties, mutinies, and mass desertions, however, reduced the original number considerably and only a few settled on the land. Until the Pueblo Revolt in 1680 that placed settlers in exile, only a few other soldiers arrived. This marked the beginning of European colonization in what is now part of the United States of America.

After the reconquest in 1692, led by Don Diego de Vargas, second colonizer, the Kingdom of New Mexico began to grow. Military men and other influential leaders acquired large portions of land through the Spanish crown. Small groups of colonists were given portions of land to establish communities in the outlying areas of New Mexico. Generally, the settlers were isolated from Mexican and Spanish influence. In the quest for survival, the colonists developed a new way of life. Spanish and Indian patterns of living began to blend as the one group established close contact with the other.[1]

One salient pattern of living that became a very important factor in the life of the Spanish settler was his relationship to the land. The land was used for stock raising. He exploited it and carved a meager livelihood. This way of life helped the settler survive and was subsequently perpetuated. The consequences of this attitude still prevails today. Many small subsistence farmers still depend on the land for survival—if not only for meaning in life.

While the Spanish settler and his dependents struggled for mere survival in the southwest, the Anglo-Saxon immigrant built what is now known as the United States of America. The former preserved his values and orientations to life and raised cattle and sheep for subsistence. The latter built large industries, cities, transportation systems, and the like. While New Mexico was changing hands from the Spanish to the Mexican Government in 1821, the United States continued to grow and by 1846, in effect, conquered the kingdom of New Mexico. The same population changed hands again. This time they were captives of the United States Government, having been betrayed by their own leaders. They were now subject to impositions of a new and powerful nation whose cultural orientation and social and legal systems were diametrically opposed to theirs. They had all the disadvantages of a vanquished nation, but none of the advantages of a Marshall Plan, or even the understanding that there are differences in cultural groups.

Accordingly, the native population of northern New Mexico came in contact with a system completely alien to its own—more powerful and more aggressive. It was difficult for the Spanish-speaking population to adjust and understand the new government. The new government proceeded to exploit what was beneficial to it, and ignore what was not. A new language was introduced, but little effort was made to provide instruction in it. Then the new economy which was superimposed was different, but no effort was made to educate people to relate to it. Taxes were imposed on the land; it became a commodity rather than a meaningful possession. Gradually it was lost.

Through the years, the conflicts between the two systems have accentuated the problem for those who desire to derive a livelihood through subsistence farming. The government bureaus have control of the land and they impose rules and regulations that cause the users to deplete their stock eventually killing the small subsistence communities.

Recently, the urban pressures for recreation have established the priorities for range and forest management; consequently, this affects the resident who normally relies on the land surrounding his community for an economic base.

Points of Conflict

Land tenure and land use are perhaps the most prominent areas in which conflict between the government bureaus and the native population of northern New Mexico exist. The traditional subsistence stock farmer continues to perceive that the land surrounding his community that was there for his ancestors, is there for him to enjoy. Forest Service officials have informed him to the contrary and have imposed procedures consistent with its own priorities.

It is not uncommon for the native population to see the forest ranger in his olive drab uniform as an American occupational trooper guarding the spoils of the Mexican-American War. The injustices of the past are manifested in the attitudes of the northern New Mexican commoner. There is an enemy in those hills. It is that forest ranger.

To substantiate the claim that these perceptions exist, the following documentation is presented.

A resident of the community of Penasco, New Mexico has in his possession a document attesting to the execution of the sale of forest land to a timber company. The conditions in the document are that the rights of the sellers to access to forest land for grazing, timber and firewood would be perpetuated. While the timber company held ownership, the conditions were honored. When sold to the United States government, this clause was omitted. Consequently, the land once sold in good faith that certain rights would be preserved, now has been practically lost. The forest service has imposed its regulation.

Whether this was a deliberate plan to violate the original contract or not, cannot be determined. The consequences of this kind of action, however, strain relationships.[2]

A good example which illuminates the problems of the Spanish-surnamed resident of New Mexico in relation to the Forest Service, concerns the plans for total utilization of the forest for economic development. In 1964, I was involved in community development in the community of El Rito. A group of unemployed men was organized and encouraged to initiate a self-help project. Among them were experienced woodsmen and some of them had previously worked with the Forest Service. Hence, they chose to form a working cooperative, and to appeal to the Forest Service for a forest thinning project. They intended to utilize the thinnings for a by-product small industry. The organizers of the project imported a section of slab fencing from Michigan as a sample and obtained an outlet for similar products produced in El Rito.

The project reached a disappointing conclusion when the Forest Service announced this group of unemployed Mexican Americans had to submit a competitive bid. The notion of having to go through bidding procedures scared the group. It disbanded abruptly, and another effort to rehabilitate human beings was stifled by a government bureau.[3]

Meanwhile, the Forest Service, responding to urban pressures for recreation, has designs for the region that are incompatible with the culture and its values. Instead of developing programs compatible with the small subsistence farming community and cottage industry, the Department of Agriculture supports large programs that increase opporunities for the native businessman and outside investors. External capital gets on a conveyor belt that passes through the region and bleeds it of its potential. The reason, again, seems to be that the Federal Bureaus respond to the business-industrial complex pressures which forces containment of rural areas for recreation purposes.

The following data on estimated obligations for fiscal year 1968 provide support to the conclusion drawn above that the Forest Service places higher priority on recreation than on range management. For Colorado, for example, $242,868 are proposed for range and re-vegetation. As opposed to range management, recreation has an appropriation of $2,433,169. In New Mexico $240,753 are proposed for range and re-vegetation, while $1,235,823 are committed to recreation. Attached is a complete list including the five states of Arizona, California, Colorado, New Mexico and Texas.

While these broad, general programs instituted through the Forest Service come in conflict with a class or group of people, there are other instances in which the individual is personally hurt. Although the Forest Service may have good reasons for their policies, the individual is seldom informed in a rational or courteous manner. Accordingly, the native New Mexican perceives Forest Service action on reduction of grazing allotments as a deliberate act to hurt the small owner. Following is a list of reductions in grazing permits:

Alamosa allotment (Vallecitos—La Medera).—Since 1947, grazing allotments in this area have been reduced at a rate of not less than 2% per year. In 1966, total allotments here were reduced by 20% and in 1967, the grazing season was reduced by 1½ months.

In the same area 70 free milk cow permits were retracted and all free bull permits were retracted in 1966. By comparison the Alamosa allotment had 421 permits in 1947. There are 318 permits to date. Since 1947, there has been a total permit reduction of 40%.

Canjilon allotment.—The area of Canjilon lost year round permits for 1,000 cattle, 20 free milk-cow permits, all free permits for horses and bulls. "Mesa de las Viejas" situated in the Canjilon allotments was taken from the residents for re-seeding and then given to outsiders.

El Pueblo allotment (Carambullo, El Barranio, El Pueblo, El Ramuto).—In 1947 there were 638 cattle permits; at the present there are 440. Permits in the area have been reduced by 31%. Only 250 cattle are being grazed at the present time, because poor pasture forces owners to sell the stock rather than lose through death. The allotment was moved by the Forest Service from well-watered pasture to an area with no water, with the understanding that the Job Corps was to haul water. However, the Forest Service did not uphold its promise.

Moreover, it has been determined that the members of the grazing association are so poor that they cannot afford the fee for the full allotment of permits. Yet a few cows on the range allows them to at least eat, if not derive a cash income.

San Cristobal allotment.—It seems apparent that the Forest Service's ultimate plan is to eliminate all cattle grazing by northern New Mexico subsistence farmers. In the above allotment, all free permits for milk-cows, bulls and horses have been eliminated. Cattle grazing is not allowed on good pastureage in the high country until August. Permittees are forced to graze from May to August on poor pasturage. Rather than allow the cows to starve, they are being sold or butchered for consumption. The Forest Rangers actually encourage the people to sell the cattle.

There are many more examples of deliberate moves by the Forest Service officials to deplete grazing in the forest. Impersonal, dishonest and questionable means have been used to accomplish this task. Perhaps the best example of this inhumanity was the case of a certain gentleman, completely illiterate, who signed away his sheep permit not knowing what he was signing. The permittee was informed of this fact a few days later.[4]

Conclusion

The inevitable conclusion is drawn that either the Forest Service is deliberately trying to displace the northern New Mexico resident by reducing one of his sources of livelihood or because of the Department policies that respond to urban pressures is trying to contain the Forest area to provide a recreation mecca for urban dwellers.

Side effects of the containment policy are that it hurts the native resident who is attempting to survive in the land of his choice. On the other hand, it may be that the Forest Service policy is one of assisting everybody, including the Mexican American of northern New Mexico, but the personnel employed, for personal reasons, exploit people like the illiterate sheep rancher.

The fact that the American aggressive business-industrial system is in conflict with a minority group is exemplified by the conflicts outlined above. Resolutions to this conflict must be found if the Mexican American as a group in northern New Mexico is to survive. The following suggestions and recommendations are part of an attempt to improve the situation in general.

Recommendations

Several assumptions are made about both the U.S. Forest Service and the native Mexican American population. First we must assume that the former is a service to all the people—that its employees are public servants and should relate to the general population they serve, as public servants normally do. Second, the assumption is made that some of the residents of northern New Mexico wish to continue to live in the region and use the forest as part of his economic base. We also assume that he has the right to, in as much as this has been traditionally the case, and other societies do utilize the natural resources to their economic advantage.

The following are specific recommendations:

1. That Forest Service personnel improve their human relations skills in relating to the Spanish-surnamed forest user. This will help the Forest Ranger be perceived as a truly public servant, which he is supposed to be.

2. That Forest Service officials make an effort to understand the culture and values of the Spanish-surnamed American, and to support economic development programs compatible with this culture and these values.

3. That the Forest Service participate in grass roots efforts with residents indigenous to the region when planning economic development programs. This would allow total involvement and offer opportunities to all—and not only the native businessman or outside investor.

4. That the Forest Service give thoughtful consideration to the notion that rural economic development is feasible, and is an important approach to stemming the migration to urban centers.

5. That the Forest Service establish information services that keep the Spanish-surnamed American who is a forest user informed of the goals of the Forest Service. This effort should be comprehensive so as to include even the illiterate person who is totally unaware of the American system.

6. That the Forest Service announce its true intentions on the use of the land, and not use the insidious tactics which gradually deplete grazing allowances until small farming is erradicated.

7. That the Forest Service support efforts that will open the opportunity structures for Mexican American youth in Forest Service work. A career progression program for indigenous Mexican American youngsters which uses VISTA as the beginning step and the Forest Service as the employer is suggested as one alternative.

8. That the Forest Service relax some of its regulations to allow poor people to participate in projects that enhance community development.

9. That the Forest Service support a land study commission at the federal level that will help the claims of Spanish-surnamed Americans to land granted their ancestors by the Spanish crown.

10. That the Forest Service give some consideration to raising an appropriation for Range management and revegetation in those areas where subsistence farmers use the Forest. ■

Estimated Obligation for Fiscal Year 1968

State	Category	Amount
Arizona	Range & Re-vegetation	$318,523
	Recreation	$1,769,646
	Forest Fire Protection	$1,027,804
	Soil & Water Management	$666,951
	Wild Life	$195,042
California	Range & Re-vegetation	$354,825
	Recreation	$7,427,156
	Forest Fire Protection	$8,433,930
	Soil & Water Management	$1,170,136
	Wild Life	$386,689
Colorado	Range & Re-vegetation	$242,868
	Recreation	$2,433,169
	Forest Fire Protection	$683,300
	Soil & Water Management	$593,575
	Wild Life	$241,319
New Mexico	Range & Re-vegetation	$240,753
	Recreation	$1,235,823
	Forest Fire Protection	$777,515
	Soil & Water Management	$443,507
	Wild Life	$147,546
Texas	Range & Re-vegetation	$19,131
	Recreation	$532,842
	Forest Fire Protection	$148,389
	Soil & Water Management	$54,360
	Wild Life	$30,659

REFERENCES CITED

(*1*) Fray Angelico Chavez, ***Origins of New Mexico Families*** (Paterson, New Jersey, 1954) pp. x–xiv.

(*2*) Obtained from Facundo Valdez of Espanola, New Mexico who interviewed the person holding possession of the document.

(*3*) This information was gathered by the author of this statement during a special community development project sponsored by the Division of Mental Health, New Mexico Department of Public Health, 1964.

(*4*) Compiled from personal interviews by volunteers with Grazing Association data.

Labor Hearing

before

THE HONORABLE JAMES J. REYNOLDS

UNDER SECRETARY OF LABOR

Labor Standards

by

MACLOVIO R. BARRAZA

Executive Board, Southwestern Region United Steelworkers of America

In the programs of the federal government directed against poverty there is increasing emphasis on the need for the poor to be represented. It is logical that it takes the poor to understand the problems of the poor and to be involved in the plans and decisions aimed at the solution.

It is equally true that one has to be a Mexican American living in the Southwest to know and understand the problems of this people, who today are among the most disadvantaged segment of our society and for whom the door of opportunity is, in most instances, more tightly shut than for even the American Negro.

My name is Maclovio R. Barraza. I live in the Southwest, where most of my people in this country live and yearn for a chance to contribute to and share in the country's promise of freedom, equality and justice for all.

I am a trade unionist who rose from the ranks of working people—a miner who saw in the labor movement an opportunity to work for the correction of the many abuses and injustices imposed on the workers, particularly the Mexican American, in the Southwest.

Serving at all levels of my local union I was able to achieve a role of leadership in the International Union of Mine, Mill and Smelter Workers as an executive board member for the Southwestern region. Since the merger of this union with the United Steelworkers of America, I hold a similar post in this great labor organization.

This conference called by President Johnson affords me another opportunity to speak out in behalf of my fellow trade unionist of Mexican descent as well as those others bearing Spanish surnames who as yet do not enjoy the advantages of trade union representation.

While I personally welcome the invitation to present my views, I cannot refrain from informing you that several important organizations equally concerned with the problems of the Mexican Americans view this conference with suspicion. They hold little or no expectation that it will result in anything meaningful for the Mexican Americans. These groups consider this meeting as being politically motivated at a time when the federal election season approaches. They charge that the conference is structured so as to have only the (quote) "safe" (unquote) Mexicans participating.

At the risk of being labeled a Malinchista—which is the Mexican equivalent of what the American Negroes call "Uncle Tom", I, nevertheless, accept this invitation even if I may face the scorn and possible ostracism of my many dear friends in these organizations. Long ago I vowed that I would seek every available forum to tell the plight of my people who have for so long been neglected by our society and allowed to exist only in its shadows.

Whatever other reasons many may have for distrusting the intentions of this conference, perhaps the most central is that we Mexicans are very disappointed with the performance of all levels of government. In spite of the many studies and voluminous reports; the many conferences and the big promises, we have yet to see any significant evidence of the kind of action needed at all levels of government to correct the legitimate grievances of our people.

Neglected for years, the Mexican Americans, nevertheless, have not turned their backs on this country and have, in fact, displayed a steadfast loyalty to it. Their record of valor on the battlefields, for instance, is a shining example of their faith in the national ideals for which they are willing to sacrifice. Proudly I say that they have been and are among the best citizens and have assumed a responsible role every time they were called on.

We Mexicans know who our political friends are and who our enemies are in government. Experience taught us that hard lesson. I willingly volunteered to head the Viva Johnson committee in Arizona in 1964, and along with others have worked hard in his behalf. The Mexican Americans responded to his promise of a great society with enthusiastic fervor. This is why the disappointments we are experiencing are so much more bitter and frustrating.

We are aware of some progress. We understand the difficulties and crises government faces. Along with all other minority groups, we saw hope in the passage of the important Civil Rights measures. The war on poverty programs advanced by this administration offered us a promise. The enactment of Medicare for our older citizens is a sign of new direction in social legislation. We in the hard-rock mining unions appreciate the Mine Safety Bill, which can be a start of a positive program to spare the life, limb and agony of the miners—a large percentage of whom are Mexican Americans in the Southwest.

We are most thankful for these and others. We regard them with favor. They speak loudly of the accomplishments of President Johnson and his administration.

But what the Mexican American is saying is: It's not enough and it barely touches the many problems that beg attention. Our people are saying that before we shout Viva Johnson, there better be a Viva la gente Mexicana program. There must be a bridge built immediately between the well-intentioned promises and some real positive action.

Along with the other disadvantaged people, the Mexican American is growing more and more restless. He's patient but its running out. He may soon be forced to seek dramatic alternatives to his patience—alternatives that seem to bring more generous responses from government than obedient restraint in face of adversity and injustice.

I don't like to believe what is being said by a prominent sociologist at a leading Western university that the poverty conditions in the Mexican ghettoes of El Paso are far worse than any found in the grimmest sections of Lima, Peru. He is convinced that a powder keg exists here in El Paso and other cities of the Southwest which could at any moment explode into violent riots far more intense than those of Watts, Detroit, or other cities which experienced poverty outbursts. Significantly, when such should happen, there will not be a single Negro involved.

The common denominator is there—the same in Watts, Detroit or El Paso. It's poverty amid plenty. It's poverty brought about by the dominant segments of our society who callously ignore reality and are not permitting all the people to share in the abundance of this nation. And, I need not remind any person who cares to study the problem that it cannot be avoided by placing more Mexican Americans in the National Guard of Texas or any other Southwestern state.

I wish to devote attention to some—by no means all—of the problems facing the Mexican Americans. While these are in many ways the same as those of other minority groups, there are significant differences which, in my opinion, make the plight of the Mexican more difficult.

Allow me to mention but a few. To the Mexican American in the Southwest this is his land and his roots are sunk deep in it. Unlike that of the American Negro, his history is not one of economic slavery by force and chains. In many if not most cases, he preceded those who have and are exploiting him. The Mexican American has a culture with which he is able to and does identify. It's one he cherishes dearly.

His country of origin and its culture is not some vague place in a distant continent. It's Mexico. It's near. It's a country today much alive in growth, industrial expansion and cultural development. He knows it and understands it. He feels its winds of progress across the nearby border.

Strong in his allegiance to the United States, he fiercely resists any and all attempts to erode his culture, his language or his life style just to satisfy the whim of a market-place morality. He is industrious—not lazy. He is proud—not humble. He wants to believe that the United States is a land of promise where he can preserve his values and to share equally with others an opportunity to be recognized and to be allowed to contribute to it.

His ancestry links him with the most advanced cultures and civilizations in the world. Yet his life in this country has been and is in too many ways inhuman degradation imposed on him by interests who distort the national ideals and who discriminate against him for their selfish economic ends.

These are very serious indictments of those who degrade the Mexican Americans. But they can be substantiated by readily available facts. It requires no depth study, no special commissions, to learn that it was not until World War II that in the Southwest the Mexican American miner was paid a very special rate of wages. Regardless of his classification or his skill, he received only 60% or less of the rate paid to his Anglo counterpart. Imagine, doing the very same work but getting but a fraction of the pay that the non-Mexican reecived for doing no more!

Were it not for the trade unions that were born through the New Deal, this practice would likely be continued to this date. Efforts of unions like the Mine, Mill and other CIO unions put an end to this fraud. It was union combat and not the benign employers or politicians in their hip pocket that erased this discriminatory differential.

But this did not end all of the problem or did it relax the persistence of the exploiters. Employers as well as state and other governmental agencies still use the Mexican worker in their not too subtle design to depress and keep depressed the wages of all the working people. This practice is prevalent today not only in the agricultural industry, which still craves economic slavery, but by other segments of the economy. The Mexican is sick and tired—and getting more so with each day—of being made a scapegoat for the employers and other chiselers to use in order to avoid their obligation to pay a decent living wage to the workers.

The loud hue and cry being raised today about the curtailment of bracero importation is coming from those who seek to perpetuate this rotten system. The agricultural industry, already heavily subsidized with taxpayer money, wants the additional advantage of having its dirty labor performed at starvation wages and at conditions that no decent person should be forced to endure.

As in other industries of the Southwest, workers in the field are today more than ever before looking for a champion. They crave recogition of their union so they can by trade union action correct some of the evils and abuses in the same way as the industrial workers did in auto, steel, mining, and other.

Need this conference be told that farm workers are not afforded the advantages of the meager provisions of the Fair Labor Standards Act? Since they do not come under the National Labor Relations Law, they are not allowed to express democratically their wishes to be represented by a labor union. Since so large a percentage of Mexican Americans are in the agriculture labor market, these are the great handicaps they have in solving their social and economic woes.

It's time now that we're reaching the planets with space ships for the farm industry oriented congressmen to take off their blinds and face the reality of our day. The farm worker must be made a full citizen and a good beginning can be made if he is included under all the fair labor standard provisions and that the policies of the National Labor Law apply to him.

The Mexican farm worker knows what automation is doing even more than the industrial worker. Technology is continuing to reduce the need for farm labor. The federal government should right now embark on a full-scale program of educating and subsidizing the farm workers so they can be acceptable for employment in the new and growing industries and services. Who will pay the bill? Who pays it now for the farmers who are literally unemployed but who get paid for not raising crops through a subsidy program? It is a reflection on the national values to have some paid for not working because they own land that rewards its owner for not being plowed and others suffering who are willing to work but for whom the subsidized industry no longer has need.

But as important as such measures are, they alone are not enough to lift the farm worker to the same status as others. There is need to strengthen the most important instrumentality for economic equality of all working people. The trade unions today are the targets of much assault by the very interests who are responsible for the exploitation of the Mexican American. While the government's announced labor policy supports Collective Bargaining, little has been done by the recent administrations to strengthen it. In fact, the opposite is true. It is difficult if not impossible for trade unionism and collective bargining to flourish in the Southwest.

Here in Texas, the second White House of the United States, we are in Right-to-Work Country just as in most all of the Southwest where the bulk of the disadvantaged must scrape to keep up with life's necessities. Let's not forget that it was a provision of the National Labor Law—Section 14b—that gave license to the states to perpetuate their opposition to unions and thus render weak the only instrumentality that can effectively oppose the exploitation of the Mexican-American people.

It is my firm opinion that if strong unions were in existence in all the industries of the Southwest and the impact of free collective bargaining was allowed to have its play, a very high degree of social and economic equalization would be realized without much assistance from government. It would be accomplished in the private sector of our economy.

It was not the poor Mexican who runs to Washington wanting to be saved from so-called labor bosses. It is the voice of the exploiters of all labor that was and is, I dare say, listened to in Washington.

It should be recognized that without a strong, countervailing force of organized labor there is little hope for the Mexican American in the Southwest to achieve any decent standard of equality or justice. The common opinion today among the Mexican workers is that the situation is hopeless and that the big interests have their own way with government. If this is not a true appraisal of the predicament then it is the responsibility of all government leaders to show otherwise by deeds and actions and not by platitudes inserted in party platforms at election time.

The leadership ranks of our Union in the Southwest is heavy with Mexican Americans. In a democratic climate of unionism, they assume leadership and responsibility. They are among the best qualified negotiators, the most articulate spokesmen. If democracy in unions proves the Mexican American capable, why it he not allowed to demonstrate his abilities and talents in other fields? If some claim that he is, there are no statistics to prove where the Mexican American stands in relations to the others.

I am privileged to look at the statistics issued regularly by the Department of Labor. Lost in the figures of unemployment and employment is the picture of what is happening to the Mexican American. True, the figures are issued only in terms of white and non-white. But the Mexican is a white and his predicament is buried in the maze of figures. But by observation of the actual scene, the Mexican American's lot is that he is suffering the same degree of unemployment as the American Negro and perhaps even more.

The Mexican family has a father head and he usually is the breadwinner. Few wives, mothers, or daughters are identified with the work force or are they seeking to enter it. Labor statistics don't measure this number. Many Mexican Americans, then, are either assumed not to exist at all or are considered employed.

Federal and state governments have expressed considerable concern for some of the minorities but have neglected the Mexican American. Fewer Mexican Americans are placed in government jobs than are opened to others. In fact, this policy extends even to our Mexican American members of Congress. Congressmen of Mexican descent are not placed on committees which deal with Latin-American relations. Is it any wonder that many of us are prone to question if anybody in Washington really cares about us at any other time except when election time draws near.

This neglect is felt and it is being seriously considered in the new political movements taking shape among the Mexican American communities. If plans which are presently afoot in most of the key areas of the Southwest materialize, the political complexion of the areas will change abruptly.

Most political scientists studying this new phenomenon are convinced that once the Mexican American vote is crystalized, the ultra-conservative political alignments of the Southwest will change violently. This force now in evidence may not favor any party label. It is issue oriented.

It is far from the truth to say that it is the Mexican American alone who is the victim of social and economic injustice in the Southwest. The whole section of the country suffers from the discrimination being practiced. The Anglo—cannot make real progress so long as the Mexican is used to keep down wages. The Federal laws are being winked at every day and the brand new Civil Rights legislation is without teeth, has no investigatory power of its own that we can notice, and it is not being enforced.

A specific example: At Magma Copper Company in San Manuel, Arizona, a copper operation which was put in business by the U.S. Government during the Korean War, there are many Mexican Americans working in the undergroundmines. But I stand and watch as some 60 or 70 employees from the offices and technical departments pass through the gates. I see maybe one or two Mexican Americans in that group even though there are certainly many qualified to perform those jobs. Many of our people are high school graduates but somehow there is no place for them outside the bull gangs of the mines. Yet, this company can prominently display the certificate that it is a Fair Employment and Equal Opportunity Employer—a title given it by an agency of the federal government. Apparently, there is not enough concern by the federal government to investigate the company's claim before a certification is issued.

Many companies maintain an employment policy requiring a high school education for employment. Many of the jobs to be filled require no such level of education.

A high school diploma—as desirable as it is—is not needed to muck the ore, to rustle timber or work on the track gang. Requiring a higher level of education than necessary for a job is interpreted as another form of denial—a definite discrimination against the Mexican American, who forced by circumstances often lacks a high school education.

Is it that the Mexican has no interest in education for his children? Certainly not! The plain fact is that education to those in low income families is achieved only at a great sacrifice—too great at times for the family to endure. In much of this region, education still is far from free. Text books must be purchased by high school students and this alone is often enough to keep Mexican Americans from completing their secondary education. The standards and quality of education in schools where Mexican Americans attend are below the norms which other regions maintain, and the tax basis for financing schools place the largely Mexican communities at a serious disadvantage. Some equalizing subsidies will be required and these may have to come from federal funds.

But what if a Mexican does achieve a high school education? They often find themselves treated no differently than those who do not. To many employers they are Mexicans—educated or not—eighth grade or high school matters little. The myth must be perpetuated by those who want to preserve class distinction. To them a Mexican is a Mexican and he must not be allowed to go too high. If the Mexican shows a lack of interest or motivation for higher learning, these factors are responsible and not any nationalistic or generic traits.

The experience of trade unions substantiates this. At the Ray, Arizona mining operations of Kennecott Copper Corporation—the nation's largest cooper producer, there was not a single Mexican in any of the skills or crafts until 1953. That year the union forced the employer to open the higher skilled jobs to a bid system based on seniority. A two week strike was necessary by the entire work force to win this point. Since then our union negotiated an apprenticeship plan and now promotions are protected by the labor contract and are subject to collective bargaining. Regardless of race, creed or national origin, any person can compete equally for openings in apprenticeships and skills based on seniority.

I cite this example because the Department of Labor maintains a bureau of Apprentice Standards yet it does not set standards that prevent possible discrimination. We found, for instance, at Kennecott Copper Corporation in Ray, Arizona that no one over the age of 21 was being admitted to an apprenticeship program. Many of the older employees—mostly Mexican Americans—were thus denied any opportunity. The company like many others does, even today, require a proof of citizenship.

The union insisted that first paper citizenship intentions should be sufficient. While the company required a high-school diploma for any applicant, we insisted that an equivalent measure of ability be permitted. Through union negotiations, we corrected this form of discrimination so that now, out of some 250 employees, there are 22 Mexican American certified journeymen and many are in the apprenticeship program. Ten of those in training who are Mexicans have been cited by the Arizona Apprenticeship Council as outstanding apprentices, thus disproving the myth that the Mexican cannot be trained, that he's incapable of study and that the cannot achieve excellence if offered an opportunity.

The Department of Labor should re-examine its training programs and force the removal of needless barriers. While these restrictions suit the whims of a discriminating employer, they rob our system of the skills and the intelligence of people who are members of minorities.

While it is true that in some instances there still is discrimination in some of the trade unions, this is rapidly disappearing. The overwhelming evidence, however, does show—it is the employers of the Southwest who are the culprits.

Again, let me cite an example. At the Inspiration Copper Company in Miami, Arizona. There are some 1,400 workers at this operation but to our knowledge no Mexican American journeymen. Although organized into unions, they as yet do not have the voice in this matter. It is the employer who makes the determination of who should or should not be trained. Many Mexicans are bypassed and the company goes beyond the plant gates to hire non-Mexicans and places these in the Apprenticeship program. I must confess that there is one Mexican apprentice in the company's program—an electrician apprentice and this came about as a result of charges we filed against management with the EEOC. It does not provide fair and open bidding. It demonstrates instead that many companies practice obvious tokenism rather than sincerity to live up to the citation of fair and equal employment opportunity which hangs from their walls.

Such state programs as Workmen's Compensation reveal the same kind of area pattern. They are deplorably lacking in adequacy not only to the Mexican workers but, again, to preserve this low income philosophy, they are equally inadequate for all workers who have the misfortune to be injured on the job. Since the first compensation law was passed in this country over fifty years ago, the injured workingman finds himself worse off today than ever before if we relate compensation benefit levels to the present real wage level.

Trade unions today are in disgust giving up hope of making any significant improvements through employer-rigged legislatures. Today, when some 50,000 workers are on strike, one of the union demands is that the employers supplement the Workmen's Compensation weekly benefits to a level of 70% of the weekly hourly earnings. It is becoming very obvious that even in a state like Arizona, where the level of weekly benefits is fixed by the constitution, the administrative rulings of the agencies entrusted with the program make it very difficult for injured workers to be included under coverage of the law.

The state controlled systems of unemployment insurance, workmen's compensation and other so-called labor benefit programs are not only inadequate in the Southwest but they may be beyond redemption. They have not kept pace with the times and the employer groups and insurance interests continue to have increasingly more influence on the legislatures than do the working people. A federal system of standards is urgently needed to correct the glaring deficiencies in the compensation programs. It's plainly ridiculous that a loss of an eye compensates a worker differently in one state than it does in another or that an injured worker should receive less in weekly benefits than one who is laid off. There is not enough time to enumerate all the ridiculous assumptions that the provisions of the various programs imply. It suffices to say that they serve as an example of the neglect given them by the state governments and by the federal administration. When there is more consideration given a soldier who loses an arm in combat than to one who loses it working for a wealthy copper firm it is not difficult to detect a sickness in our society.

These are not singularly Mexican American problems and they are common to all workers in the Southwest. The need for some supplementation of income for basic subsistence is today in great need.

We have but to look at the plight of the Mexican American beyond the workplace to recognize even more startling examples of cruel discrimination. In housing, he is limited where he can live and his income will permit only the less desirable shelter. In education he is regarded as some special problem. He doesn't conform too easily to the ways of the Anglo, therefore he is assumed by some to be inferior. He clings to his Spanish language, therefore, he must not be trusted because those who are not bi-lingual can't understand his speech. He refuses to relinquish his mother tongue and he should be encouraged in his efforts.

While I suggest no programs that require even a fraction of what is spent to study the dark side of the moon, some money is needed to raise the nation's poor to a level of decency. It's needed in the area of public health education, welfare, training, and job or income protection. Most of the current programs in these areas have not yet significantly touched the Mexican American problems. Money must be made available and the investment of it in developing the human resources will be returned many times in the building of a better society.

Permit me to point out a geography lesson. South of us lie great nations of Spanish-speaking

Americans. They are viewing our nation as a model—an example setter—after whom they may wish to pattern their development. They know we too came from a revolutionary movement that cast off the yoke of oppression. Abraham Lincoln's America is what they want to believe in. If we cannot meet the problems of our Mexican Americans, can we honestly hope to impress the other Latin countries? Our government and our institutions are confronted with a challenge to meet the crises in our own country. The Mexican American is eager to make this nation faithful to its democratic tenets.

If we accept this challenge as an opportunity to perfect our way of life, we will succeed in making this nation and the world a better place for all people. If we continue to be blinded by prejudice and selfishness of a few, do we deserve the place of world leadership that destiny has thrust upon us? We must start now towards our avowed national goals. Mañana is too late. ■

Equal Opportunity in Training—A Threat or a Promise

by

DIONICIO MORALES

Executive Director, Mexican American Opportunity Foundation

I come as a Mexican American from East Los Angeles, the area with the largest concentration of Mexican Americans in the nation. I come also to represent the Mexican American Opportunity Foundation which is primarily concerned with getting jobs, good jobs, for the Mexican Americans, Latin Americans, Spanish Americans, and Americans of Mexican descent. However they choose to call themselves, they are our people and we exist to seek for them economic betterment.

The Mexican American Opportunity Foundation has been operating an On-the-Job Training program for two years. In its first year, funding was for development of 400 job training slots. On the basis of the successful operation of that contract, the Foundation is currently developing a program for eighteen hundred and twenty-five slots that extends to most of Southern California. The experience gained in this program has provided us with the evidence to corroborate the testimony I now offer.

The employment needs of the Mexican American, especially for On-the-Job Training are critical. Little has been written about the cause of the Mexican American and little excitement has been generated about the complexity and magnitude of his economic plight. We, regretfully, do not find concerted willingness on the part of industry or government to give the employment needs of the Mexican American serious and sufficient attention.

It is not enough for industry to offer aid to one minority only and then claim that it has met its responsibility. The offer must be followed by implementation. And, furthermore, implementation when related to programs for the Mexican American and to OJT, must be specialized. The method of implementation cannot be assumed to be a natural successor to other programs, nor patterned after, nor compared that that of any other minority.

The United States Department of Labor, through the Bureau of Apprenticeship and Training, has provided the Mexican American in Southern California with just such a means to determine the extent of implementation: a laboratory in which to conduct the 'acid test,' to determine the actual willingness of industry to act on their much publicized "non-discrimination—equal opportunity to all" policies. And it has been found that, to a greater degree, most of these policies have been ineffective.

Much of industry's alleged "open door policy" has been nothing but a well-planned Madison Avenue "smoke screen" to impress federal compliance officers that industry is fulfilling its equal opportunity commitments. We have, on file, the results of our contacts with industry. The response we have received, all too often, is "Sorry, not interested in OJT," "Sorry, couldn't work through OJT," "It's a union impediment," "No trainee positions available."

It is time for all in this nation to realize that it is in the national interest, in the interest of labor and industry, to aid those who need special consideration to function economically. Refusal to face this is extremely short-sighted. I say to the nation: Look around you; see what is happening. People must work, they must belong, or they will start appropriating what they have long been told is theirs rightfully as American citizens. The Mexican American has not yet been strongly militant. I pray that he will not have to resort to molotov cocktails to focus national attention on his economic need.

We cannot continue to exist half in affluence and half in poverty; half employed with the other half begging just for the chance to work.

The struggle of the Mexican American in the Southwest, however, is not only attested to by unemployment statistics, but equally by underemployment: underemployment being the common entrapment in a vicious cycle of exploitation and dead-end jobs. Discrimination alone is not the cause, nor lack of opportunity, but lack of education must also be considered. A very high percentage of Mexican American high school graduates has received such an inferior education that they are screened out of entry-level OJT jobs by employment selection tests. The mail-back referral cards of our trainee applicants who have been rejected are, in the majority, stamped "Failed Test." The Mexican American is the victim of an inadequate school system and, therefore, miserably unprepared to pass written tests.

Industry compounds the errors of the school system. Industry now invites us into the waiting room and, via OJT, to fill out an application. Up to that point, tremendous interest is shown in helping the disadvantaged. But then we are told to be realistic, that they cannot hire our people in OJT positions; they are not qualified. They also tell us that they are not running a welfare institution, that they are only interested in "Merit Employment."

Yet, the written tests, academic requirements, and other standards required by industry, are often unrealistic and totally unrelated to capable job performance. Nonetheless, employers who use these methods of screening out Mexican Americans are not budging a fraction of an inch on required test scores. Witness to this is the formation of the Technical Advisory Committee on Testing to the Fair Employment Practice Commission which is attempting to evaluate just how valid are such tests.

Thus, the evidence, in general, in relation to OJT, is that employers are "creaming" the top. In support of this I would like to offer the case of our first trainee to be accepted by an employer under OJT. He was the first one accepted, but the 35th applicant sent for consideration, and among his qualifications was the fact that he had had four years of college.

The problem seems to lie in educating industry to the fact that there is a certain segment of the Mexican American community that OJT programs are endeavoring to help: the unemployed, underemployed, disadvantaged, and hard-core Mexican American. Paradoxically, the concept of "OJT" gets us to Industry's door and the concept of "Hard Core Disadvantaged" puts us right out again.

In trying to forestall the inevitable return of applicants to the MAOF office with a refusal of employment card, we devised our present method of having our Training Advisors accompany the trainee to the job site and assist in the application process. This method is meeting with some success, but it is a sad commentary on the employment situation when a man who is judged qualified when accompanied by a member of our staff is the same man who is not qualified when unaccompanied.

One of the few notable examples of the ideal OJT employer among our subcontractors accepts the non-English speaking, hard-core applicant, and dispenses with the standard tests. They have told us, "if the man is capable of doing the work, we will worry about the rest." Isn't it ironic that this is the exception when it should be the rule?

To insure that more industrial doors are opened to the disadvantaged, like the one mentioned above, we offer for immediate consideration the following points:

(1) Because a major section of the economy involves Government contracts with private industry for various commodities and services and, in many instances, highly skilled crafts or occupations are involved, and because there is no regulation requiring contractors to establish training in a percentage of these skilled jobs, and because left to his own devices, the contractor hires only skilled workers and more often than not "pirates" such workers from a competitor, paying high premiums in wages, and, furthermore, because millions of tax dollars support skilled occupations which deny training opportunities to the untrained and unemployed, and because, therefore, additional tax millions are expended to support persons in the same communities who are unemployed because they do not have the necessary skills.

Therefore, in view of this, it is recommended that Congress take imediate action to require a percentage of all government contract jobs be established as training jobs under formal training programs.

(2) Considering the millions that have been spent for training under MDTA, it is surprising to learn that only one program has been inaugurated which is designed to prepare a group of young minority members who have failed apprenticeship entry tests, and considering that until an appreciable sum of training money is available to experiment with these test failures, we will have made no significant breakthrough for employment in the real skills of the work force.

Therefore, it is recommended that apprenticeship entry examinations be evaluated by competent and impartial persons of a bilingual and bicultural background to determine if this is an objective measure of the aptitudes, attitudes, and potentialities of persons tested. Furthermore, it is recommended that studies be conducted to determine why so many seemingly qualified, but disadvantaged youth, fail to pass the typical apprenticeship entry test.

(3) Because in many cases, major industry's participation in jobs for the poor has resulted in little more than "window dressing" as far as the Mexican American is concerned, and because well-meaning executives still sound promising at Chamber of Commerce or other community type luncheons, though far too few of their personnel directors have received the "word" from the front office, and because these employers want full credit and recognition for "non-discrimination in employment practices," though in actuality they still mean they will hire only if the Mexican American applicant is equally or better qualified than the affluent Anglo.

Therefore, it is recommended that evaluation be made of those companies claiming "Plans for Progress" participation and which objectively compares company policy with actual practice relative to providing equal employment.

(4) Because the Foundation's experience with the Bureau of Apprenticeship and Training has been one of mutual cooperation, with the sole aim being to provide jobs, and because the experience of Mexican American in relationship to War on Poverty expenditures has shown the MDT-OJT program to be the singularly most effective, and because the OJT Community Promotion and Development type contract provides an excellent method for a qualified community organization to develop meaningful jobs for the poor.

Therefore, we find the only impediment to further progress and development of a supplemental OJT program is the need for more funds.

Therefore, it is recommended that more funds be provided through MDT-OJT programs to establish a meaningful program of pre-job training to be coupled to each local OJT program.

I certainly recognize the efforts of the few industrialists who have paved the way for better Mexican American employment opportunities, but it is an unfortunate reflection on the mores of our nation that unless major industry demonstrates a concentrated action in this regard, the nation as a whole will be just as slow to reflect those values of equality.

In summary, I would like to quote the words of President Johnson, who said, " . . . what we do for any minority, we do as well for the majority. After all, we do all of this for America." To that I would like to add, that until we "do", with dedication, for each and every minority, in relation to its own particular needs and problems, we have done little for the majority or for America. ■

Manpower Programing and the Mexican American

by

GEORGE ROYBAL

Executive Director, SER—Jobs for Progress, Inc.

Mr. Secretary and members of the Inter-Agency Committee on Mexican American Affairs:

Once again, I appear before you to tell you of the great need we have for the development of training and job opportunities, specifically for Mexican Americans—for the re-direction, improvement and expansion of current programs and the creation of new ones designed specifically to meet the unique problems of Mexican Americans.

Obviously, current federal, state and local manpower programs are not adequately reaching—much less significantly affecting—the Mexican American population of this nation. If they were, we would not—with such urgency—be here today.

Why has government failed so miserably with the Mexican American, admittedly, the second largest minority group in the country, and certainly the largest minority group in the Southwest? Why has it failed these Americans who are the most unemployed, underemployed, underpaid, exploited, underutilized and overutilized?

If Mexican American experts such as Dr. Guzman, Dr. Samora, Dr. Campa, Dr. Sanchez, Dr. Griego, Dr. Saunders, and others, were gathered here at this moment, their essential answer would be: because of the failure to understand that Mexican Americans neither think, act, react nor believe the same as the Anglo, that because of cultural difference and/or influence, regardless of degree, there exist significant differences in behavior, beliefs and preferences between the Mexican American and the Anglo.

The failure of government to understand the Mexican American is the cause of all failures in government programing that should affect Mexican Americans. The failure on the part of government to understand, appreciate and accept cultural differences—in terms of human values—is undoubtedly the major root of all our manpower problems.

Manpower development and training involves motivating, recruiting, training, placing and following-up of people in need. All will agree that established agencies do not at present have the capability to do the job that must be done with Mexican Americans. Previous efforts clearly indicate that placing additional financial resources in the hands of established agencies is not the answer if government is to affect the employment status of the Mexican American now.

There are five major federal agencies currently involved in manpower services for the unemployed, the underemployed and the poor: The Department of Labor (Manpower Administration); the Department of Health, Education, and Welfare (Office of Education, Vocational Rehabilitation Administration, Welfare Administration); the Department of Commerce (Economic Development Administration); the Department of Housing and Urban Development; and the Office of Economic Opportunity. Federal resources available for manpower through the above agencies will probably approximate 2 billion dollars in FY 1968. Thus, we urge that priority be given to immediate and effective use of these agencies and resources among Mexican Americans.

First, all of these agencies ought to follow the example of the Department of Labor and should reapportion some of its currently available resources in order to begin to meet the serious manpower problems of Mexican Americans.

Secondly, the responsibility of assuring that these resources will effectively reach the Mexican American in need, ought to be placed in the hands of the Mexican American himself. Here, too, the Department of Labor can take the lead.

This means that some priority would be given immediately to reallocation, proportionately, of experimental, demonstrational, and technical assistance resources to many areas with significant Mexican American populations. This should be done in order to give the Mexican American ability to identify their most pressing problems, to devise a plan of action, and to administer a long-term program of comprehensive manpower services.

Current funds allocated to the major federal agencies provide for services in outreach, recruitment, testing, counselling, assessment, literacy, training, orientation, employability preparation, basic and remedial education, occupational, skill and on-the-job training. The pooling of even a small portion of available funds for each of these areas and the combination and coordination of available technical resources through agency linkages would provide the Mexican American community with immediate and significant capability in comprehensive manpower services.

I must emphasize comprehensive, individual-oriented, manpower service capability for Mexican Americans—within currently available resources, particularly under the manpower development and training act and the Economic Opportunity Act. It is a mistake to delegate manpower components with respect to the Mexican American while all other components within a comprehensive manpower plan remain impervious to the unique needs of Mexican Americans. Our experience clearly indicates that special and even separate programs are necessary. Also, that potential duplication is of less importance than the value and results derived from separate specialized programs and services that accomplish the same ultimate goal: to draw the Mexican American into the manpower mainstream.

This major step, if taken, would undoubtedly initiate an ongoing participation among Mexican Americans in all phases of manpower programming. It would certainly initiate a need, if not a desire, for knowledge, understanding, interest and concern of the unique problems of Mexican Americans on the part of established federal, state and local agencies.

The basic principles of this proposal have already been tried and proven successful through "Operation SER" of Jobs for Progress, Inc., sponsored by the United States Department of Labor. SER is now, although only an experimental and demonstration project, one of the must successful manpower projects in existence. Only limited resources have kept SER from greater successes in the field of manpower. An increase and acceleration of financial and technical resources is now necessary. Those resources are available from current appropriations.

In summary, Mr. Secretary:

> We must end discrimination in the appropriation, allocation granting and contracting of manpower resources. The Mexican American must be given greater attention in this area.
>
> We can only improve and expand training opportunities for Mexican Americans by understanding him and designing programs to fit his needs.
>
> The most effective way to make immediate inroads into the manpower problems of Mexican Americans is to share manpower service capabilities with Mexican Americans.

Although it has been made clear that both socially and economically, Mexican Americans are worse off than nonwhites as a group; and although it has been made clear that this nation's second largest minority group is largely misunderstood and ignored in terms of adequate and adequately directed alleviating resources, it will remain a mystery to many how this country has remained relatively unscathed by violence from elements within this group.

One can now observe, however, increasing signs of a new and dangerous mood of desperation, cynicism and extremism. Coalition of those addicted elements within the Mexican American community and the new, violent, far left is now being tried.

The future course of events in intergroup relations with respect to Mexican Americans, may well be affected, if not determined by what decisions are made here today—by what follow-up and follow-through is generated from the President's statement that the time has come for action, not words. ■

Manpower and Employment Related Issues

by

Hector Abeytia

State Director, Manpower Opportunities Project

Mr. Secretary, this paper, while it is relevant generally to the Spanish-speaking throughout the United States, deals specifically with the California situation and with the impressions gained during the last 18 months by the Manpower Opportunities Project, a statewide experimental and demonstration program directed to the Mexican American community and funded under MDTA (Title I) by the U.S. Department of Labor (OMPER).

The recent conference at Camp Hess Kramer, October 6–8, 1967, helped to bring into focus the need for more work in the area of bringing together the Spanish-speaking groups for an exchange of information relating to the issues affecting this large group of Americans so that realistic, democratic and workable programs could be formulated.

This paper is a direct result of that conference. Although the speaker has been invited to present the paper in his capacity as director of a federally-funded project, it should leave little to the imagination of those listening or reading it. The speaker, an indigenous Southwestern Mexican American, is part and parcel of the current drive in the Mexican American community to achieve a rightful place in the sun. No invitation to speak, anywhere, would have been accepted without first consulting with the leadership of the Mexican American community. The Pre-White House Conference at Camp Hess Kramer gave community approval to this presentation. My role in the conference was to chair the committee on issues related to manpower development and employment and bring together the ideas expressed therein.

I personally welcome and appreciate this opportunity extended through our brother Vicente T. Ximenes, Chairman, Interagency Committee on Mexican American Affairs and Commissioner of the Equal Employment Opportunity Commission who is equally aware of the role of Dr. Juan Acevedo, California Pre-White House Conference Coordinator and General Chairman of the Camp Hess Kramer Conference. Dr. Acevedo was most inspiring and helpful. The following persons provided immeasurable assistance and advice in the writing and editing of this paper, although the speaker assumes full responsibility for the final opinions expressed herein:

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I am indebted to the members of Manpower Opportunities Project Staff who worked so patiently with me in putting the ideas expressed on paper.

By almost every standard of measurement the Spanish-speaking—mostly Mexican Americans—are at the bottom of the economic heap in the United States. Other groups of Americans are in similar straits, but in most respects, the situation of the Mexican American is unique.

The deprivations of the Mexican American are compounded through the nonacceptance by the

Anglo society's structure of the language and cultural differences of the Mexican American; and by the fact that the most deprived classes of Chicanos are constantly replenished by new immigrants, both permanent and temporary, from Mexico. Almost all of these immigrants are from the poorest people in that country who come North in search of opportunity.

Mexican Americans have higher proportions of foreign-born than any other ethnic group in the United States. As the large immigration from Mexico continues while the influx of people from other nations remains at a mere trickle, the differences of the Spanish-speaking will be further accented.

This is not to say that Mexican Americans do not advance in the society. They do. But as they do, new arrivals replenish the seemingly bottomless reservoir of poor from Mexico. This continual influx is made possible by the common border of the United States and Mexico which underlines another uniqueness of the Mexican American as compared to other ethnic groups in America. For others the break from their homelands was dramatic and traumatic—marked by a long trip over the water. For Mexicans the journey to the United States, particularly the Southwest where most Mexican Americans live, is a trip to another part of "Their" country. The southwest was once Mexican. It retains language, cultural, and physical resemblances. The next-doorness of Mexico, the ease with which the border is crossed and re-crossed, reinforce these resemblances.

The total effect of these factors is that the Mexican culture, language, and poverty are as American as apple pie.[1]

In this view, the principal issue—or problem, if you will—presented by the Mexican American in the United States is not one of assimilation, but one of accommodation. Two permanent cultures exist together exerting continual influences on one another. This situation will remain a fact of life into the foreseeable future. This reality must be recognized and accepted. Government policies and programs, including manpower programs, must be designed and carried out within this basic fact of life.

Some of the current drift is in this direction, but the dominant thrust of all aspects of American life still remains assimilation—Anglo-izing the Mexican, purging him of his "foreign" influences.

The Mexican American who has not assimilated, who resists absorption into the other native culture in the United States, is branded a foreigner in his own land and suffers many discriminations and indignities as a result. He and his children are excluded because of their language, their culture, their habits, and their dress. The result of this assimilation discrimination is revealed in all the statistics on education, employment, and income. The Mexican American is at the bottom rung in all respects.

The above-cited facts of life mean that to be effective, any program to alleviate the deprivation of the Mexican American in our Country must be conceived not as a single engagement, not a war on poverty, but as an on-going function which must be carried out through permanent structures built into our society to endure into the foreseeable future.

Such a determination would, of course, require some major overhaul in certain key institutions of our country, particularly in the Southwest and other areas where there are high concentrations of Mexican Americans. Institutions which require such changes include schools, voting procedures, housing laws, employment policies and training procedures. The rest of this paper will deal only with manpower-related issues, but should not be considered an attempt to downgrade the importance of action required in the other fields—or, for that matter, to ignore the absolute necessity of simultaneous action across the board in all aspects of our lives if we are to make meaningful and permanent progress in any specific area. For example, job training programs will have little long range effect if they alone are offered in a ghetto situation of general poverty, discrimination, terrible housing and broken families. Or, good schools in the slums or bussing slum kids to good schools mean little in the context of a daily family life of hopelessness and social isolation. Robert Hutchins, the noted educator said recently:

"In the present state of our knowledge we can say with some assurance that good schools in the slums will accomplish little. They cannot contend with the conditions under which the children live.

"For the same reason we can say that good schools outside the slums attended by children who live in the slums will accomplish little.

"The decisive factors in education appear to be beyond the control of the schools. They are such matters as poverty, discrimination, family background—the circumstances of daily life. The recent international study of mathematical achievement, in which children from 12 countries were examined, showed over and over again that these factors determined success or failure. They were much more important than the size of the classes, the special qualifications of the teachers or the organization of the schools.

"It has long been evident that a good educational system could not alone build a good society.

"Now we are beginning to realize that a good educational system cannot alone give a good education. The society has to be such that the pupil can assimilate what the school has to offer him. This he cannot do if the circumstances of his daily life are hostile to everything the school is trying to do . . .

"Economic opportunity and open housing would do more for the education of the underprivileged than billions spent on buildings and buses."

What Hutchins implies and this paper wholeheartedly supports is the total across-the-board approach to fighting poverty, discrimination, social isolation, hard-core unemployment. Bread and freedom for all is an indivisible issue and must be understood, felt and advanced in that spirit.

If the issue is divided and/or categorized, failure and frustration are the sure result.

For that reason many of our recommendations are presented in the context of an expanded view of manpower and employment related issues. It is our conviction that job development without community development, both physical and social, is a pied piper playing "Born to Lose."

With these qualifications and commitments and in the areas relating to manpower development and employment it is our belief that the ever-changing job situation and technologies require constant experimentations—but within the context of a permanence which is demanded by these realities regarding the Mexican Americans:

(1) Mexican Americans are at the bottom rung.

(2) The bottom rung is continually being replenished by new poor from Mexico.

(3) Two permanent cultures—Mexican and Anglo—co-exist in the U.S. particularly in the Southwest.

A note of caution: the controlling principles in the implementation of the following suggestions must be experimentation, flexibility, and commitment to the needs and desires of the people whom the programs are supposed to serve. Too often so-called experimental and innovative projects are so bound by grant restrictions, ossified agency policies and political priorities that they can do little more than mark time. Many such programs are worse than nothing because their mere existence tends to give the public the impression that something real is being done about whatever problem.

Based on the above discussion and our California experience the following recommendations are made:

(1) Every agency which deals directly with job applicants or provides other services to the general public—i.e., State Department of Employment offices—have sufficient qualified Spanish-speaking personnel to serve Mexican American applicants.

(2) the Federal government through an expanded Equal Employment Opportunities Commission (EEOC) and the Office of Federal Contract Compliance institute affirmative action on employment beginning with large employers—both public and private—and stressing analyses of actual job situations with the aim of realistically changing current education, langauge, testing and experience requirements to increase Mexican American employment opportunities. If uneducated Spanish-speaking Mexicans can operate complicated farm equipment in the United States, they certainly are qualified to perform a number of factory jobs from which many are now excluded by unrealistic employer standards including the automatic exclusion of all people with police records.

In order to implement the above, the Federal agencies dealing with problems of equal employment opportunity, should recruit for their staffs, persons of Latin American, Spanish-speaking cultural background who understand the problems of the Spanish-speaking, Latin American culture community.

Up to now, Federal contract compliance programs, have failed to recognize that Spanish-speaking, Latin American cultural background persons, are in a minority status and experience discrimination in their endeavors to obtain employment and job training opportunities. Moreover, the compliance agencies have failed to impress this fact upon employers with whom they deal.

(3) The Federal Government through an expanded EEOC institute a frontal assault on the "friends and relatives only" apprenticeship training programs which effectively bar Mexican Americans and other minorities from these highly skilled, high paying jobs through tyranical control by bigoted cliques within the building trades unions and contractors associations. Such an assault would require cracking the unilateral union-employer control of this job market, instituting some democratic procedures and incorporating prevocational and other related training to open these fields to the hard-core unemployed and monolinguals.

(4) The Federal Government, through the EEOC, undertake an examination of entry level requirements including testing of selected industries and Federal Government bureauracies (such as the Post Office) to determine the extent to which these serve no purpose other than to "screen out" Mexican Americans and other minorities. The aim of this evaluation would be a recasting of the entrance requirements and testing to open more job opportunities for the disadvantaged.

(5) The Federal Government greatly expand the New Careers program to encourage local agencies to open positions for hard-core unemployed including Mexican Americans and to re-evaluate their current job classifications as under recommendations (2) and (4).

(6) The Federal Government adopt as a policy the "employer-of-the-last-resort" concept and become committed to supplying jobs for all able-bodied unemployed looking for work. The last-resort jobs would be on needed l[illegible]ate, or federal projects and the pay would be no less than the national minimum wage or the local prevailing rate for the type of work performed whichever is higher. These projects could be operated by the Federal Government or by state and local governments and private groups under grants.

(7) The Federal Government greatly expand on-the-job training projects coupled with more prevocational training, greater payments to employers and longer training periods to improve the possibilities that trainees will obtain chances at better jobs with higher pay.

(8) The Federal Government eliminate programs training for non-existent jobs such as small appliance repairman and training for low-paying jobs which actually can be filled by persons with no training such as janitor, service station attendant and nurse's aide. The funds saved thereby should be applied to recommendations (5) and (7).

(9) The Federal Government embark on a pilot program for financing community centers to coordinate the outreach of various available programs, to serve as a training facility, one step information center on all programs and services and a community organization-development service. Community development is required if permanent dents are to be made in the barriers of social isolation, frustration, discrimination and powerlessness. These activities are a necessary complement to successful manpower programs. The community development work must be under the policy direction of the local community to serve their interests and not be bound by any bureaucratic or political conveniences or strangulating red tape. Without such activities, the aims of manpower programs will not be realized, because ethnic self-images must be raised at the same time a person is provided with the opportunity for personal advancement. As a model to begin such a program the Federal government should follow the concept of the one-stop service centers, now operating in California, the East Los Angeles Center headed by Dan R. Lopez in particular. These centers in which all the relevant agencies have available personnel also have on staff indigenous local residents who know the surrounding communities where the centers are located. To improve effectiveness and long range results, the service center concept would have to be broadened to include people-oriented, unshackled community development plus the integration in one location, as much as possible, of remedial classes, offices for volunteer community groups, etc.

(10) The Federal Government adopt—as one tool to alleviate urban tension—policies for rural revitalization and development to encourage new industries in rural areas, to upgrade living conditions through expanding such programs as self-help housing, a concept which also should be used in urban areas, to change the farm program into a real aid to the small growers and to broaden the base of economic opportunity by making it possible for skilled farm workers—most of whom are Mexican Americans—to acquire land and become growers which many of them desire to do. Such land ownership could be carried out through a

land reform program possible by strict application of the federal reclamation laws in combination with a number of no-interest loan programs and a county agent system directed to assist in the operation. OEO has already undertaken similar steps in some parts of the South with Negro sharecroppers.

(11) The Federal Government create a committee on manpower development and employment for Mexican Americans in the Southwest and this committee serve as a clearinghouse for Mexican American community groups on problems of manpower related issues. This committee would be funded on an experimental and demonstration basis under Title I of MDTA with an adequate staff to perform its mandate. The committee would be composed of men and women, resident citizens of the Southwest, who possess the experience and commitment to find solutions to the problems. Committee membership would be selected from nominations made by indigenous organizations and/or recognized individuals within the area. This committee would also serve in an advisory capacity to Vicente Ximenes, Chairman of the Inter-Agency Committee on Mexican American Affairs.

(12) The Federal Government direct all its agencies and encourage private employers to provide job and job training notices in English and Spanish, the Spanish versions to follow local usages, not Castilian formalities.

(13) The President propose and Congress enact legislation which bars job or training descrimination by public or private employers based on lack of U.S. citizenship. Such legislation would open a number of opportunities in both public and private employment and training to persons now barred because they are aliens.

(14) The Federal Government initiate giant rural, small town and urban slum rebuilding program based on the self-help concept with the multipurpose of providing jobs, training, new homes and home-ownership. Coupled with this physical community development should be a program of social community development with the aim of developing locally controlled organizations so that the residents of each community would gain economic and political control of decisions affecting their lives. The physical community redevelopment should be coupled in rural and small town areas with programs suggested under recommendation (9) and general economic development in urban areas. The construction and individual home-ownership should be financed by no interest loans in much the same way that the Federal Government is now spending hundreds of millions in no interest loans to finance huge irrigation projects for the rich. The social community development should be done on a grant basis with policy control of local programs resting with indigenous persons and organizations. The current rural self-help housing program is a step in this general direction, but the program is extremely limited by a shortage of funds and bureaucratic red tape. ■

Reference

(*1*) It might be expected that the Canadian relationship with the U.S. is similar to the Mexican; however, the cultural and economic gaps are not so great, thereby making the Canadian immigrants virtually "invisible" in the States.

Appendix A

Appendix B

A Selection of Statistics on the General Conditions of Mexican Americans in California:

Total population (1960 census)	15,717,204
Spanish surname	1,425,538
Spanish surname per cent of total	9.1%
Negro	883,861
Negro per cent of total	5.6%

Table 10

Median[a] School Years Completed by Persons 25 Years Old and Over, by Metropolitan Area and Sex

Total Population, White Persons of Spanish Surname, and Nonwhite Persons
California, 1960

Metropolitan area	Total population		White persons of Spanish surname		Nonwhite persons	
	M	F	M	F	M	F
Total, California...	12.0	12.1	(b)	(b)	10.3	10.9
Bakersfield........	10.5	11.0	7.1	7.7	(b)	(b)
Fresno............	10.1	10.7	5.7	6.5	8.6	9.1
Los Angeles-Long Beach..........	12.1	12.1	9.0	8.9	11.1	11.3
Sacramento.......	12.1	12.2	8.8	9.8	10.6	11.4
San Bernardino-Riverside-Ontario........	11.4	12.0	7.5	8.3	9.5	10.2
San Diego........	12.1	12.2	9.0	8.8	10.6	10.8
San Francisco-Oakland.......	12.1	12.2	9.6	9.8	10.0	10.7
San Jose..........	12.2	12.2	8.3	8.3	(b)	(b)

[a] The median represents the value which divides the population group into two equal parts—one-half having completed more years of school than the median and one-half having completed less.

[b] Not available.

Source: U.S. Bureau of the Census.

Page 30, Californians of Spanish Surname, Division of Fair Employment Practices.

Table 11

Percent of Population 5 to 34 Years Old Enrolled in Schools, by Age and Sex

Total Population, White Persons of Spanish Surname, and Nonwhite Persons
California, 1960

Age	Total population		White persons of Spanish surname		Nonwhite persons	
	M	F	M	F	M	F
Total, 5–34 years old	56.0	52.5	51.7	51.1	54.8	51.3
5–6 years	82.6	83.0	79.7	80.2	84.3	84.8
7–13 years	98.2	98.2	97.5	97.6	97.3	97.3
14–15 years	96.6	95.9	94.0	91.9	95.1	94.3
16–17 years	83.4	83.1	74.4	72.9	83.1	81.8
18–19 years	42.8	38.5	36.9	29.5	46.8	41.9
20–21 years	25.7	16.8	14.9	9.2	26.0	21.2
22–24 years	17.9	6.7	9.9	4.3	17.6	10.2
25–34 years	9.3	3.9	5.9	2.7	10.7	6.0

Source: U.S. Bureau of the Census.

Page 31, Californians of Spanish Surname, Division of Fair Employment Practices

Median Annual Income 1959 (1960 Census)

Total White Including Spanish-speaking		Spanish-speaking		Nonwhite	
Male	**Female**	**Male**	**Female**	**Male**	**Female**
$5,109	$1,812	$3,849	$1,534	$3,515	$1,583

Table 5–4

California
Spanish-American Employment
June 1966 and June 1965

Pay Category	1966 Identified Employment[1] (87.7% of Total Employment			1965 Total Employment		
	Employment	Spanish-American		Employment	Spanish-American	
		Number	%		Number	%
Total All Pay Plans	**247,502**	**11,626**	**4.7**	**248,415**	**9,372**	**3.8**
Total Class. Act or Similar	**108,210**	**2,845**	**2.6**	**109,149**	**2,262**	**2.1**
GS–1 Thru 4	34,354	1,284	3.7	33,084	1,034	3.1
GS–5 Thru 8	29,139	830	2.8	29,378	705	2.4
GS–9 Thru 11	26,581	549	2.1	27,872	425	1.5
GS–12 Thru 18	18,136	182	1.0	18,815	98	.5
Total Wage Board	**81,194**	**5,622**	**6.9**	**80,611**	**4,886**	**6.1**
Up Thru $4,499	2,230	274	12.3	1,229	98	8.0
$4,500 Thru 6,499	28,140	2,449	8.7	28,173	2,532	9.0
$6,500 Thru 7,999	39,402	2,541	6.4	41,107	2,049	5.0
$8,000 and Over	11,422	358	3.1	10,102	207	2.0
Total Postal Field Service	**56,269**	**3,042**	**5.4**	**55,631**	**2,092**	**3.8**
PFS–1 Thru 4[2]	49,256	2,793	5.7	48,489	1,936	4.0
PFS–5 Thru 8	5,408	223	4.1	5,464	139	2.5
PFS–9 Thru 11	1,242	17	1.4	1,277	13	1.0
PFS–12 Thru 20	363	9	2.5	401	4	1.0
Total Other Pay Plans	**1,829**	**117**	**6.4**	**3,024**	**132**	**4.4**
Up Thru $4,499	1,081	89	8.2	1,787	108	6.0
$4,500 Thru 6,499	370	22	5.9	446	19	4.3
$6,500 Thru 7,999	70	3	4.3	105	1	1.0
$8,000 and Over	308	3	1.0	686	4	.6

[1] Of 282,244 employees, 34,742 (12.3 percent) are unidentified.

[2] Includes 4th class postmasters and rural carriers.

Note: 1965 information is for Mexican American employment.

P. 162, Study of Minority Group Employment in the Federal Government, 1966.

Table 20

Unemployment Rates,
By Age and Sex
White Persons, White Persons of Spanish Surname,
and Nonwhite Persons
California, 1960
(Unemployment as a percent of civilian labor force, persons 14 years old and over)

Age	Male			Female		
	White		Non-white	White		Non-white
	Total	Spanish surname		Total	Spanish surname	
Total, 14 years old and over	5.5	7.7	10.1	6.3	11.2	9.8
14–19 years	12.2	15.8	22.2	10.6	15.1	19.4
20–24 years	8.1	9.9	16.1	7.6	10.8	15.1
25–34 years	4.3	6.2	9.4	6.4	10.8	10.1
35–44 years	3.8	5.5	7.9	5.7	10.9	8.4
45–64 years	5.7	7.7	9.1	5.4	10.5	7.3
65 years and over	7.9	12.6	10.8	5.4	9.1	6.9

Source: U.S. Bureau of the Census.
Page 46, Californians of Spanish Surname, Division of Fair Employment Practices.

Manpower Development Training

Total California number of new enrollees during the month of August, 1967 by race. This was a typical month.

Total	White (Excluding Mexican Americans)	Negro	Mexican American	Other	Un-known
3,462	1,409	1,357	650	43	3
100%	41%	39%	19%	1%	

Source: California Department of Employment.

Employment Patterns of Federal Contractors in California

(Compilations by the office of Congressman George Brown from Office of Federal Contract Compliance)

		Negro	%	Mexican American	%
Total Employment	1,140,358	51,336	4.5	89,835	7.9
White Collar	591,039	10,373	1.8	26,168	4.4
Craft	206,708	26,566	12.9	13,621	6.6

Overcrowded *Housing in California (1960 Census)
6.8% of Anglo families live in overcrowded housing
18.9% of non-whites live in overcrowded housing
26.7% of Spanish surname live in overcrowded housing
*More than 1.01 persons per room

Dilapidated Housing in California (1960 Census)
1.1% of Anglo families live in dilapidated housing
4.6% of non-white families live in dilapidated housing
6.3% of Spanish surname live in dilapidated housing

Statistical Analysis

Persons served and placed by Manpower Opportunities Project:

Total Individual Contacts	Total Individual Placements *
10,374	2,267 22%

Average Monthly Individual Contacts	Average Monthly Individual Placements *
741	162

Ethnic Background of Individual MOP Contacts:

Mexican-American	Anglo	Others, Mostly Negro
9,484	533	357
92%	5%	3%

Age Breakdown of Individual MOP Contacts:

Under 21	22–44	45 and Over
2,726	6,366	1,282
26%	62%	12%

Education Levels of Individual MOP Contacts:

Less Than 8th Grade	8th–11th Grades	12th Grade and Over
3,306	4,189	2,879
32%	40%	28%

*Job and Training Placements.

The Legality of the "Commuters" or "Green-Card Holders" Working in the United States

by

PHILIP M. NEWMAN

Judge, Los Angeles Municipal Court

It is my intention to review the principles of law that in my opinion apply to the status of the alien who has been issued an Alien Registration Receipt card designated by the Immigration and Naturalization Service as form I–151, who resides outside of the United States and is gainfully employed in the United States. It is a well-known fact that many such aliens are maintaining their true and legal residence outside of the country and are steadily employed in various occupations on a permanent basis in the United States. They cross the borders daily to pursue their employment and return to their established homes in the foreign country. They have been referred to as "commuters" or as "green-card holders". This discussion does not include the status of either the person who has entered the United States under a treaty or agreement with a foreign country or a person admitted specially as a business visitor to engage in a specific and temporary type of business activity or temporary employment.

It is a basic and established principle of law that only aliens who have been lawfully admitted for permanent residence can be gainfully employed in the United States. The only qualification of this principle is the aforementioned aliens who are admitted on a temporary basis pursuant to treaty, agreement, or special permits. It is, therefore, necessary to determine if the commuters to which I now refer have the status of a resident alien in order that they may be lawfully, permanently employed in the United States.

The aliens have, at some time or another, been issued immigrants' visas by an American Council in a foreign country enabling them to enter the United States as residents and therefore have qualified to seek and pursue any occupation or employment. What happens subsequently is what raises the question of the legality of their status and which is the subject matter of this discussion.

In the usual case, after the alien has been properly documented as stated above, he will establish or retain his home in the adjacent foreign country. He may own the property where he resides, his children may go to school in the place where he resides and for all purposes all he does is cross the border to work. By statutes and court decisions, "resident" is considered the principal place of abode, that is a matter of intent to reside, plus physical presence. Black's Law Dictionary defines residence as "A factual place of abode". Title 8 of the Code of Federal Regulations at Section 211.1 (b) provides that an unexpired visa should be presented by aliens entering the United States, except when returning to unrelinquished, lawful, permanent residence after a temporary absence abroad not exceeding one year. It follows, therefore, that the alien who has been issued an Alien Registration Receipt card ("green card") is not returning to an unrelinquished, lawful, permanent residence after a temporary absence not exceeding one year because his residence is not in the United States and as a rule he had maintained that residence in a foreign country for a period exceeding one year.

The Immigration and Naturalization Service has established the fiction of the commuter without any statutory authority. Their rationale has been "to equate employment with domicile". This fiction was reviewed at length in the matter of Carmen Burciaga-Salcedo (file A–12699434) decided by the Board of Immigration Appeals May 31, 1966. In that decision, the Board of Appeals concedes the lack of statutory basis for the status of a commuter but accepts it and applies it.

I do not purport to be a sociologist nor an economist, and for that reason I will not extend my discussion into the sociological, economic, or political aspects of this problem. Perhaps contradictorily, I should in passing state that during a discussion I had with a prominent officer of the Immigration and Naturalization Service regarding this matter, we came to the conclusion that from a legal point of view, the commuter program is contrary to law and that the best approach to a humane solution would be for a directive to be issued by the appropriate authority notifying the "green-card holders" or "commuters" that their privileges to enter the country under the present conditions and circumstances would be terminated after a specified reasonable period of time to enable them to lawfully reside within the United States under the conditions of their documents of entry. ■

Modular Training Concepts

by

J. B. Andrasko

Director, Industrial Relations Division, Ling-Temco-Vought Aerospace Corporation

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I first want to express to this committee the pleasure of LTV Aerospace Corporation and our parent company, Ling-Temco-Vought, Inc., for having this opportunity to relate some of the things we at LTV have been doing for several years to provide training for under-employed people here in Texas and, in turn, to create a pool of trained personnel to perform individual tasks so important to the Department of Defense.

For approximately twenty years, the Vought Aeronautics Division of the LTV Aerospace Corporation and its predecessor, Chance Vought Aircraft, have been engaged in vigorous training programs. In 1948, after Chance Vought had moved from Connecticut to Dallas, we were building the famed F-4U Corsair. We desperately needed skilled and semi-skilled men at that time to perform the countless functions required in building a quality weapon system for the Navy.

Today, we are building a new Corsair—the A-7 light attack bomber for the Navy, Marine Corps and Air Force. Again, we need men . . . . . men who have the same or greater skills than those trained a generation ago.

The training experience gained over the past two decades is serving us well; but, today, great strides in technological developments have increased the industrial complex of Dallas-Fort Worth to the point where trainable manpower is becoming a premium. We have had to enlarge our scope of training operations to as far away as the Texas-Mexican border to secure trainees to carry out contracted programs for the United States government, as well as projects for commerial aviation.

To fully comprehend the employment problem within the aircraft industry, one must first understand the industry, itself. To over-simplify, the fortunes of an individual company within the industry soar and wane dependent upon several factors—first, the ability of the company to design and produce a quality product; second, the ingenuity of its management and marketing people to provide the customer exactly what he needs, when he needs it; third, the needs of the government, commercial aviation and general aviation. Competition is keen. Company X could be enjoying great prosperity with full employment, while Company Y is just keeping its head above water, and Company Z is at the point of bankruptcy. Obviously, a percentage of the employees whose skills are peculiar to the airframe industry will gravitate from Companies Y and Z to Company X. However, differences in geographical locations often discourage the employees from making the move and the result is a great unemployment problem in one area and a shortage of employable workers in another.

In the Dallas-Fort Worth complex, such is not the case. With General Dynamics in Fort Worth producing the F-111 and Bell building helicopters at Hurst; with Collins, Texas Instruments and Vought Aeronautics in Dallas; with our Missiles and Space Division in Arlington; and with LTV Electrosystems—another Ling-Temco-Vought company—in Garland and Greenville, there is a continuing shortage of necessary skills.

Over the years, the Vought Aeronautics Division has maintained a constant program to provide trained manpower for its projects. We have turned farmers into aircraft assemblers; ranch hands into machinists; and service station attendants into tool and die makers. Among these have been people from all walks of life—white, black, yellow and brown—representatives from nearly all ethnic groups.

Developing skills is not an easy job. It requires an instructor who himself is skilled in his line of work and a pupil who has a genuine desire to learn. Before a man can be trained, certain prerequisites are necessary. First, he must be able to read. An aircraft built by a man who could not read the blueprint would, indeed, be a sorry one. Second, he must be able to count. The number of rivets that hold the airplane together is extremely important, a matter decided by skilled, aeronautical engineers. Third, he must be able to communicate, both verbally and in writing. A man without these elementary capabilities is impossible to train in our line of work.

At Vought Aeronautics, until recently we carried out the training programs within the plant, offering on-the-job training as well as a classroom curriculum. As needs increased, we constructed a new training facility at Grand Prairie. Our recruiting program for trainees expanded to areas formerly considered to be too distant.

We have always considered distance to be a major factor in prohibiting expansion into other labor markets. To the average individual, the very process of changing from one type of work to another can often be a traumatic experience, however, this can be minimized if the man can daily return to the familiar, comforting environment of his own home. We have always felt it was out of the question to consider that he could survive the job transition and also go through a second traumatic shift of moving from his rural or small town habitat to the city.

However, with the assistance of the state and federal governments, we are now in the process of proving that theory to be out-moded.

In 1964, when the Manpower Development Training Act came into being, we considerably increased our training program, working in cooperation with the Bureau of Apprenticeship and Training. As stated previously, it soon became apparent that the local manpower market could not provide the number of employees needed for projected programs.

In the latter part of 1965, we decided that a modular training unit—a school temporarily established in a locality of high unemployment—was the only answer to the growing manpower need. The Texas Employment Commission along with the Federal Bureau of Employment Security directed our attention to the large number of unemployed and under-employed persons in the Rio Grande Valley. Our immediate reaction was apprehension because of the large distance that separated our factory from the Valley. We really had been thinking of looking into manpower markets much closer to home. After discussions with various federal and state agencies, however, it was decided that perhaps the Rio Grande Valley might provide an immediate answer.

Working with the encouragement and pledge of assistance of the various agencies, we then developed a pilot program to train 750 United States citizens from the areas surrounding McAllen, Rio Grande City and Harlingen as aircraft assemblers who, upon completion of the program, would work in the Dallas area.

We prepared training outlines, lists of tools and equipment and the total program concept and forwarded this package of information to the federal Departments of Labor and Health, Education and Welfare, Housing and Urban Development, to the Bureau of Employment Security, and to the Texas Education Agency and Texas Employment Service. Each agency agreed with the total concept and pledged cooperation and financial assistance.

The degree of pledged cooperation was soon realized. We found facilities readily available at McAllen through the public school system, but we found that it was not feasible to use education facilities in Rio Grande City or Harlingen. The Economic Development Agency quickly went to work on the problem and arranged for the renovation of an old laundry building on the campus of the Rio Grande City School System at old Fort Ringgold. The Harlingen Board of Education canvassed its territory and found a suitable building at the now-defunct Harlingen Air Force Base.

We were frankly astounded at the total cooperation obtained from all of these governmental agencies.

The first of three schools opened its doors on September 11 at McAllen. Fifteen students comprised the first class. A second class started a week later at the same location.

Then came Hurricane Beulah!

Several trainees were members of the Texas National Guard and were ordered to duty to provide assistance to those affected in the stricken area. The

Hurricane caused an unexpected one-week vacation at both classes, but this only delayed the program.

On October 9 we started our first class at Rio Grande City and this past Monday, October 23, the Harlingen training program was launched.

This week, the first group of trainees is arriving in Dallas to be assigned to our manufacturing operation. I am happy to announce that the entire first class—100%—graduated! Whereas one week ago these men were receiving unemployment compensation at the rate of approximately $36.00 per week, they have now become wage-earners, receiving three times that much as a starting wage. In so doing, they have come off the welfare rolls and have been added to the tax rolls. They have moved up several notches toward becoming members of America's affluent society.

We are looking forward to welcoming the entire group of 750 into our organization because we need them and they need us.

Our neighbors in Dallas, Grand Prairie and Arlington have also been helpful and understandang in making this program a success. Once these trainees arrive with their families in the Dallas area, they will be provided assistance in obtaining housing, they will be afforded counselling and in general welcomed into their new communities. They will be made to feel at home.

We feel that this will prove to be a good program, mutually beneficial to the individual trainee, to the government, to the general economy, and to our firm. We are looking forward to a continued team effort with the United States and Texas governments.

In conclusion, I want to detail what each governmental agency has done to make all of this possible, because this has really not been a total industrial program, but rather a government-industry team effort, funded by the government and carried out by a single member of the aircraft industry!

The Bureau of Apprenticeship and Training, Department of Labor, acted as overall government coordinator and provided funds to assist in the on-the-job training program.

The Department of Health, Education and Welfare, in conjunction with the Texas Education Agency, provided funds to conduct classroom training through the local school system.

The Bureau of Employment Security in conjunction with the Texas Employment Commission assisted in determining the locations of labor markets.

The Economic Development Administration assisted in providing facilities for these training schools.

The Department of Housing and Urban Development assisted in housing for the trainees.

The Public Health Service assisted in matters of health problems and physical examinations.

The Office of Economic Opportunity is assisting in providing the basic training to make persons, otherwise not capable of assimilating this type of training, knowledgeable of the basics of reading, writing and arithmetic.

It is quite a formidable team!

Thank you for the opportunity to appear before this committee here today. ■

Labor Relations—The View of Organized Labor

by

HENRY MUNOZ, JR.

Director, Department of Equal Opportunity, Texas AFL-CIO

My name is Henry Munoz, Jr., Director of Equal Opportunity, Texas AFL-CIO. I appear in behalf of Texas AFL-CIO and welcome the opportunity to testify at this hearing on Mexican American Affairs on the topic: "The View of Organized Labor."

We should like to point out some of the issues that affect the Workers of Texas:

1. *Organizing.*—Here in Texas many International Unions have hired Mexican Americans as International Representatives to organize the Mexican American workers.

2. *Equal opportunity.*—Every time an International Union organizes a plant where the majority of the workers are Mexicanos, a strike is a sure thing when the union insists on a seniority clause covering the right to claim better jobs, promotion, demotion, hiring, firing, lay-off, training, apprenticeship, housing, wages, etc.

We cite the following cases where big corporations doing millions of dollars with the U.S. Government are the biggest violators of Title VII of the Civil Rights or the Executive Order covering government contractors: The United Rubber Workers, Laredo, Texas, Local No. 758, 100 Mexicanos strike over seniority clause, contractor U.S. Rubber. EEOC investigator fired because he never contacted the workers and sided with management. Case still pending from November 6, 1964 to this date.

Operating Engineers, Local No. 340, Amarillo, Texas, where they organized the Cen-Vi-Ro Texas, Inc., of Plainview, Texas, 281 employees, 70 percent Mexicano, 15 percent Negro, the rest Anglo, firings, demotions, lay-offs and beatings of Mexicanos by Cen-Vi-Ro foremen is a matter of record in the District Attorney's office. I sent the EEOC 37 signed complaints by Mexicanos on December 16, 1965. To this date, we have not heard of the EEOC disposition. Cen-Vi-Ro has all government contracts.

Packinghouse Workers, Local No. 1206, Lubbock, Texas, involved about 200 Mexicanos, 15 Negroes, foremen and supervisors were Anglos. Strike on February 5, 1967 because Farmers Co-op Gin, Inc., getting 95 percent of funds from the U.S. Government refused to negotiate seniority rights of Mexicanos. Proceeded to promote 14 Negroes who went back to work, hired an all-Negro crew from the Dallas area. When we filed EEOC, civil rights complaints, the Co-op management went to Juarez, Mexico and hired Green Carders to justify its position. Finally, the government intervened where we still have difficulties over seniority rights by Mexicanos.

Seventy (70) Mexican American workers from the International Association of Machinists went on strike September 1, 1967 against U.S. Gypsum Company in New Braunfels, Texas, because of discrimination practices by U.S. Gypsum involving seniority rights, pay and promotion policies. We wired United States Government agencies of this situation on September 9.

Consistent discrimination against Mexican American workers by big companies doing business with the government is "*not only*" a union problem, it is the problem of the U.S. Government enforcing laws passed by Congress. This particular situation handicaps organizing Mexicanos into labor unions and is inconsistent with Title VII, especially those doing business with the government.

3. *Commuters.*—The alien commuter (green card) law is "an international racket" because

workers who are citizens of the United States in border towns are treated worse now than they were 30 years ago. Texas border workers from Brownsville to El Paso today have to compete with some 90,000 commuters for jobs on American border towns. Many employers in Texas prefer commuters to citizen workers because the commuter is more easily exploited.

The federal commuter law is an international racket for employers. The law provides for the recruiting of cheap, captive labor; this includes temporary employment of Mexican farm workers, also for strike-breaking purposes. Our native workers along the Texas border are poverty-stricken. Poverty has a terrific impact on a human being's conduct. If you hold a man in the gutter all of his life, his vision is destroyed. Texas border workers are receiving worse treatment now than 30 years ago. The only way these workers can better themselves is to organize in their own interest or get public legislation. They now have neither and are defenseless and alone.

Right now, when Hurricane Beulah and the floods that followed, destroyed the homes of our Rio Grande Valley farmworkers or what few jobs there are, growers in California are advertising through the radio in Nuevo Laredo, Piedras Negras, Cuidad Acuna and Juarez, Mexico, for green carders to go and pick grapes and oranges. In the meantime, convict labor is being used in California. The federal government should make every effort to recruit citizen workers for these jobs. We have some 167,000 farm workers in Texas, many of them whose homes and jobs were destroyed by Hurricane Beulah and the floods and are willing to go to work. We, in the Texas AFL–CIO, stand ready to assist in this recruitment effort.

We feel that it is a national scandal that U.S. citizens who work for as little as 25 cents an hour along the Texas-Mexican border have to compete with 90,000 Mexican alien green card commuters in all job classifications—17,453 in agriculture who register in cities along the border. This is the primary cause of unemployment and underemployment.

These Mexican commuters take jobs away from qualified citizens because they can afford to receive only 2 to 3 dollars a day for a day's work and their cost of living is adjusted to that wage. They do not pay property taxes that support the facilities they use—streets, lights, water, sewerage, schools, police, fire protection, etc. This situation places an extra fiscal burden on citizens of Texas border areas.

We urge that the Department of Labor issue a regulation for a minimum wage law of $1.25 to be applicable to green-card holders and commuters. Under the theory of interstate commerce to assure a healthy development of the economy of Mexico and a decent standard of living for their workers, the gap between their minimum wage and those of Texas should be eliminated as soon as possible.

4. *Farm workers.*—Farm workers, who must leave Texas, number over 167,000. Ninety-five per cent are Mexican American, concentrated along the Texas-Mexican border in the Rio Grande Valley. They have been denied the benefit of virtually every social-welfare and labor law enacted during the course of a generation. The Congress has refused to extend the coverage of the National Labor Relations Act to farm workers who, more than any others, need the protection of the Act. Whereever one turns at the federal level, and in Texas, the hired farm worker is excluded from such legislation and suffers gross discrimination and abuse. The federal minimum wage law, as applicable to farm workers, is a cruel hoax on our Texas farm workers.

Not content with denying citizen farm workers the rights accorded to other American workers, the Congress through the U.S. Immigration and Naturalization Service has repeatedly allowed green card holders and commuters to be used as strikebreakers. Such is the case of our citizen farm workers in Rio Grande City. This is winking at the Powerful Growers, looking the other way and saying: "This is an old Spanish custom!" This is a system of legalized peonage, which has been in effect in one guise or another for too long. Due to this and other farmworker import programs, American farmworkers—often jobless or underemployed themselves, yet forced to compete against hundreds of thousands of foreigners—have been further degraded. We don't see any relief from our state government—quite the opposite. The Texas Rangers acted as strike-breakers. We didn't think the situation warranted the Rangers being there or that their activities in that situation were proper.

We urge the Congress, the Department of Labor and the Immigration and Naturalization Service to issue a new regulation banning green card holders and commuters who enter the United States where there will be or there are labor disputes or used as strikebreakers. Finally, we maintain that there is need for a new law. Also, we urge the need to interpret and enforce the present law by what it says when an I-151 card is issued: "To 'reside' in the United States," not by "It's an old Spanish Custom!"

5. *Runaway plants.*—U.S.-Mexico Commission on Economic and Social Development of the Border Areas Project. We want to go on record that we are not trying to shut down the Texas border, but we urge that the officers of Texas AFL-CIO be consulted to explore the proposals to industrialize the border areas and safeguards that can be devised that will prevent exploitation.

The full protection of the Fair Labor Standards Act, National Labor Relations Act and the Child Labor Laws must be extended to *all workers* in the Industrial Parks. Unfair exemptions from the Acts should be removed so that all workers from both sides of the Rio Grande are accorded the safeguards of the laws.

We are "concerned" about some of the projects which have moved across the Rio Grande: In Nuevo Lardeo, southwest of Laredo, Texas, Mexican workers are doing everything from making electronic parts for Transitron Electric Corporation to sorting supermarket "cents off" coupons for the A. C. Nielson Company, the big TV rating and marketing services firm.

At a Sarkes Tarzian, Inc., plant in Nuevo Laredo, 50 workers assemble base sets for VHF tuners made under the "*supervision*" of just one U.S. technician. Transitron, pleased with the work of some 250 employees who assemble tiny parts under miscroscopes at its new 1.5 million Nuevo Laredo plant, plans to boost employment to 1,500.

This is of "concern" to us because Laredo is the poorest city in the U.S., the lowest in per capita income, and over 17 percent unemployment. There are over 5,200 commuters who cross from Nuevo Laredo to jobs in Laredo. It is obvious that so large a segment of the work force of cheap labor cannot fail to have a substantial influence on the unemployment and underemployment situation. Laredo could use the above-named industries to better its citizens.

The Texas AFL-CIO has consistently supported efforts to improve economic, social and political relations between the United States and Mexico. The AFL-CIO will continue policies based on mutual benefit to workers in both countries.

At no time, however, has the AFL-CIO approved programs designed to encourage runaway plants, undercut U.S. labor standards or to subsidize unregulated imports based only on low-wage competition from other countries.

A new dimension has been added to this problem, with U.S. companies establishing plants on the Mexican side of the border, using low-wage labor to assemble U.S. semi-finished goods for the American market.

Under the Mexican government's PRONAF program, factories may be set up along the border with the exclusive objective of producing goods for export. As part of the arrangement, such plants may import machinery, raw materials and semi-finished goods into Mexico duty-free—with no payment of Mexican tariffs. And the plants can export the products freely.

Moreover, when these products are shipped into the U.S., Section 807 of the U.S. Tariff Code provides a special, very low tariff—not on the value of the products, but on the cost of the value added in the Mexican plant, which is essentially the low wages of the Mexican-border workers.

While the total volume of operations of these U.S.-owned PRONAF plants is not yet great, it is expanding sharply. The number of these plants is mushrooming and their shipments are growing at a tremendous rate.

The loss of jobs to U.S. workers and gain of extra profits to U.S. companies are clear. In addition, it is doubtful that this arrangement results in long-run benefits to the Mexican economy.

Meanwhile, however, the continued move of U.S. plants to the Mexican border area receives assistance from the U.S. Tariff Code and encouraging advice from government officials.

U.S. corporations continue to locate in the border area for private gain, with the aid of both governments, but without assurances of effective overall economic and social development for the border area.

The AFL-CIO urges the Congress to repeal Section 807 of the Tariff Code, which provides extra advantages to U.S.-owned PRONAF plants.

We urge the border commissions of both the U.S. and Mexico to give major consideration to the interests of workers and to formally consult with the organized labor movements of both countries.

We call on the government to establish a general policy in opposition to this type of unregulated low-wage operations and to refuse assistance and advice to the foreign-movement of plants that result in the loss of American jobs.

The AFL–CIO requests the U.S. government to provide publicly available information about companies locating in the PRONAF area.

Since U.S.-owned PRONAF plants are, in effect, operating within the U.S. economy, it is our conviction that U.S. labor standards should prevail in such plants.

The Mexican National Frontier Program—called PRONAF, the initials of the Spanish equivalent of the U.S. words—has been in existence since 1961. The stated purpose of the program is to develop the border area (a strip 12½ miles wide plus the state of Baja California on the Mexico side).

The Mexican government openly proposes the program to attract U.S. capital and technology in exchange for Mexican low-cost labor. The program provides freight rebates, sales tax refunds for companies locating in the border area which abide by certain rules—such as minimum wage set by the Mexican government which is higher than in other Mexican areas, expansion of current Mexican production, use of Mexican labor exclusively except for professional and technical and some administrative personnel, and export of all the production.

The attraction to U.S. companies is extra profits from cheap labor. Sixteen hundred miles of border are affected, from Texas through New Mexico and Arizona to Southern California. Unemployment is high along the border, particularly in Mexico, though certainly in Texas also.

On the Mexican side of the border, wages are high by Mexican standards but considerably below U.S. wages. This is true even though wages in the Southwest are low by U.S. standards. The highest new minimum wage in Mexico for any region is $4 a day, for special skilled workers in Baja California Norte. Since the border program provides that wages in industries under the program must be 50 percent higher than the regional minimum wage, under the Mexican Border Program, the Baja California rate is $6 a day for special-skilled workers in firms producing for export. In the Mexican border area as a whole, the minimum wage for PRONAF companies ranges from $3.09 to $4.28 a day for non-skilled and $4.33 to $6.00 a day for special-skilled.

Under the PRONAF arrangement, semi-finished products can be shipped duty-free from the U.S. plant to the U.S.-owned plant on the Mexican side of the border—no tariff payment—so long as the company is committed to export all of the production out of Mexico. The plant on the Mexican side of the border processes the product—the labor-intensive part of producing the goods. These products are then shipped in to the U.S., at a special very low tariff, so long as the basic character of the product has not been changed in the Mexican-border plant.

Under Section 807 of the U.S. tariff code, the tariff on such goods is not on the value of the products, but on the costs of the value added in the Mexican-border plant—essentially the very low wage cost of production in the plant of Mexico.

This procedure, therefore, involves plants in the Mexican border area and plants in the U.S., with the shipment of goods between them. Not all products can gain full advantage of both the Mexican and U.S. government regulations. But companies with products that use a lot of unskilled and semi-skilled labor in the finishing processes, can possibly obtain considerable extra profits from the arrangement.

A new geographical area and a new procedure has therefore been added to the already serious problem of low-wage runaway plants that could affect many industries.

Very little information is available about the companies locating there—only what the Mexican government decides. Electronics, apparel, wood and furniture seem to be the principal industries now affected by the program, with about 33 companies known to be located in the area and 60 more rumored to be locating there. There are reports that this arrangement is mushrooming.

The overall trade impact is not yet large. The U.S. has an overall favorable balance of trade with Mexico in every category except food, beverages and crude materials. The U.S. imported $705 million from Mexico in 1966 and exported $1.1 billion for a favorable balance of trade of $426 million. U.S. exports to Mexico account for 64 percent of Mexican imports from all countries. Mexican tariffs are very high, except on machinery.

However, such items as telecommunications equipment which were previously of no importance as U.S. imports from Mexico amounted to $16,000 in 1965 and rose to $1.1 million in 1966 with higher levels in early 1967, for telecommunications equipment. Insulated wire and cable imports rose from $7,000 in 1965 to $2.5 million in 1966. Such sudden sharp rises could be extended to many other products.

Mexico is not a member of the GATT, but gains from any benefits granted to other nations under the most-favored-nation principle followed in U.S. trade policy.

Mexico has an agreement with the U.S. under the Long-Term Cotton Textile Arrangement. The U.S. can negotiate with Mexico any regulated amount of imports it chooses. This would be wise in some products. The Mexican trade policy is to allow U.S. goods in (under license), unless the Mexican economy is self-sufficient in the production of those items. Thus, the long-run problem of trade with Mexico can become serious in many products.

The U.S. government has no official policy on the PRONAF arrangement. However, Section 807 of the tariff code encourages it and the government provides advice and assistance to U.S. firms locating on the Mexican side of the border.

The U.S. government has set up a U.S. Mexican Border Commission and there is a Mexican counterpart Commission. Organized labor is not represented on the Commission, but the Department of Labor is represented on it through Assistant Secretary Stanley Ruttenberg.

The Commission has recently asked for bids to do feasibility studies of binational industrial parks on both sides of the border.

6. *War on poverty.*—If given an opportunity labor has a special opportunity and a special responsibility in this regard. We can help because we have the experience: In communicating with the poor who do not know how to make themselves heard; In identifying the problem of the working man; In organizing people so that they can work together for common goals; In negotiating with industry and government for economic gains which benefit the whole community; And most important of all, as a result of all others, in giving the large majority of the American workers a sense of dignity and full participation in the American society.

While we continue to improve the lot of our membership, we have an almost sacred obligation to extend our help and protection to the millions of American workers who still lack the benefits of union membership. Most of those millions lack skills. Many of them have skins that do not happen to be white.

Every union has the responsibility to see that equality of opportunity without regard to race or creed, truly prevails in its own ranks—trade unions, craft unions and industrial unions. Where is the poor, unskilled working man to turn for protection, if not the unions? How is he to find job security if not through the unions? How is he to become a producer and a consumer? How is he to achieve his full citizenship?

We in the Texas AFL–CIO are ready and able to shoulder this crucial responsibility, and when I say this I am talking about people who work on the soil as well as industry. ■

Employment Problems of Mexican American Youth

by

SALVADOR RAMIREZ*

Director, El Paso Boys' Club

Who are the Mexican American youth? What is their heritage and what is their future? What problems do they face in their daily existence which are related to the area of employment and which contribute to the development of potential delinquent characteristics and to actual delinquent behavior? What steps, i.e. creation of meaningful work programs, must be taken to solve the problems of the unemployed minority?

The following presentation represents an attempt to answer most of the above questions. Information herein presented is based on, or directly relates to the findings of the El Paso Juvenile Delinquency Study Project. This Project, which is currently in its second year of operation, was designed to demonstrate methods for assisting Mexican American youth and adults in four selected target areas in the barrio of South El Paso, Texas. This assistance has been aimed at increasing the ability of the target population to realize, cope with and find solutions to the problems caused by living under conditions of poverty, isolation, powerlessness and deprivation. The project was constructed as a "Comprehensive Endeavor", dealing with major influential factors which were thought to motivate a Mexican American youngster towards deviant behavior. Thus, component composition of the project is related to the areas of: health, education, legal service, social service, employment, adult neighborhood work and youth work.

During the first week of September, 1966, the first week of operation for the El Paso Juvenile Delinquency Study Project, almost one hundred South El Paso youth were received at the central office. The word had spread throughout South El Paso that the Project staff would include an Employment Counselor, and the majority of these youngsters had come to the office to receive assistance in obtaining employment. As this flow of unemployed youngsters continued and increased, it became apparent that, in fact, there was a substantial number of low-class Mexican American youth who possessed a need and/or a desire for employment; the strength of which provided sufficient motivation to *initiate* contact.

In order to secure employment, however, the youth must not only want or need a job, but must also possess the necessary job qualifications. A large percentage (approximately 65%) of Mexican American youth who seek employment are, in fact, not prepared to enter the world of work. They suffer from a multiplicity of problems or handicaps: lack of adequate job skill preparation; inadequate educational background; negative familial and environmental atmosphere; inadequate socialization to the value system of the larger society: the world of work. For many, the combined effects of social, economic and cultural deprivation are manifested not only in the inability to secure employment, but also in the inability to retain a secured position.

After the initial week of Project operation, during which time it appeared that the entire gamut of problems related to employment had been revealed; the duties and functions of the Employment Counselor were expanded to fit the existing situation. In essence, this individual has been required to assume three distinct roles: (1) Educational/Vocational Counselor, (2) job developer (pertaining to direct job placement), (3) resource person (pertaining to referrals to possible sources of placement). The effect of the Project Employment Component, although limited due to lack of manpower, has been of a positive nature. However, there is a real and urgent need for the initiation of a comprehensive work-program not only in El Paso, but throughout the Southwest. It is not sufficient to merely coordinate or amalgamate existing "stop-gap" programs which are related to the area of employment. If these existing programs are not organically interrelated, they will remain entities with separate, disparate focii and methodology, which are connected only by a formal bureaucratic structure. In the course of this paper, therefore, we will attempt to present possible avenues of pursuit for the development of realistic comprehensive youth-work programs for Mexican American youth in the Southwest.

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*This paper was written in support of a request from Mr. Vicente Ximenes, U.S. Commissioner of Equal Employment Opportunity. A summation of the following information will be presented before the Honorable W. Willard Wirtz, Secretary of Labor, during the Cabinet Committee Hearings on Mexican American Affairs (to be held in El Paso, Texas, October 27-28, 1967).

AN OVERVIEW OF THE MEXICAN AMERICAN POPULATION IN THE SOUTHWEST

One of the principle characteristics of the Mexican American population of the U.S. is revealed in its age distribution. The median age is close to 20, as compared with about 30 years for the total U.S. population (See Figure I). According to the 1960 U.S. Census, the total Mexican American population of the Southwest constitutes approximately five million persons. (The Southwest area, refers to the five southwestern states of Arizona, California, Colorado, New Mexico and Texas.) Between 1950 and 1960 the Mexican American population in the Southwest evidenced an increase of 51% as compared with a 39% increase in the total population of the five southwestern states. At present, the Mexican American ethnic group represents the second largest minority in the United States.

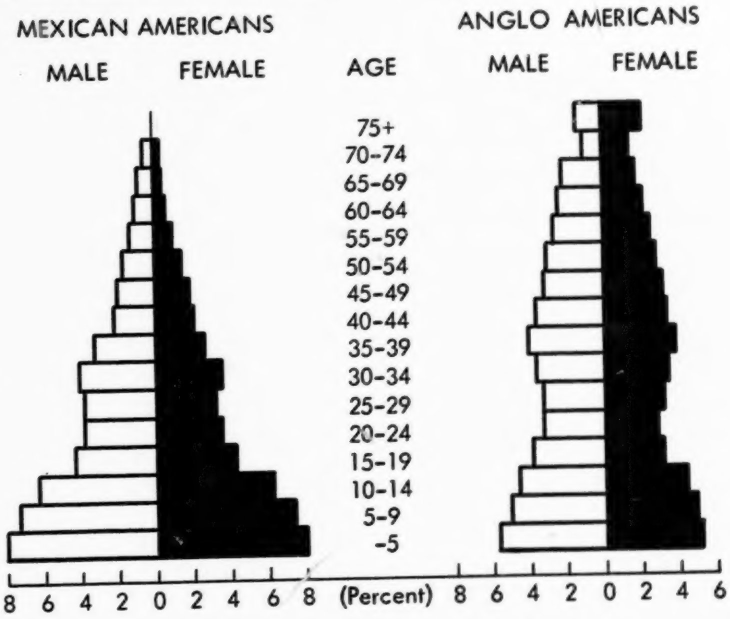
A review of the U.S. Census data for the past four decades shows that the Mexican American, like the Anglo-American in the Southwest, has become increasingly urban in residence (1960—about 80% of population found in urban areas, See Table I). However, if we examine the occupational distribution of employed urban Mexican American males (See Table 2) it becomes apparent that the increase in urbanization has in no way been accompanied by a comparable increase in general occupational skill level. In fact, of the total number of Mexican American males employed in urban areas in the southwestern states, only five percent are represented in professional occupations. A little over three-fourths (76%) of Mexican Americans are categorized as manual workers.

Because of the concentration in unskilled occupations, the Mexican American exhibits a median annual income far below most other groups in the United States. In 1960, the median income for Mexican Americans in the Southwest was close to 2,000 dollars as compared with a figure of slightly more than 3,000 dollars for all salary and wage earners among the "white" segment of the U.S. population. Income levels of urban males in the two groups were about 3,200 and 4,800 dollars, respectively.

The educational attainment of the Mexican Americans as a group corresponds to their occupational and income position (See Tables 3 and 4). In 1960 the median number of school years completed was 8.1 for Mexican American males as compared with 10.3 for the total U.S. male population, fourteen years old and over. Median number of school years completed for urban males in the two groups were 8.4 and 11.0 years, respectively. It should be noted that of the Mexican

Figure 1

Age Distribution of Two Population Groups in Five Southwestern States,* by Sex: 1960**



***Includes Arizona, California, Colorado, New Mexico, and Texas.**

****From the files of the Mexican-American Study Project, University of California, Los Angeles.**

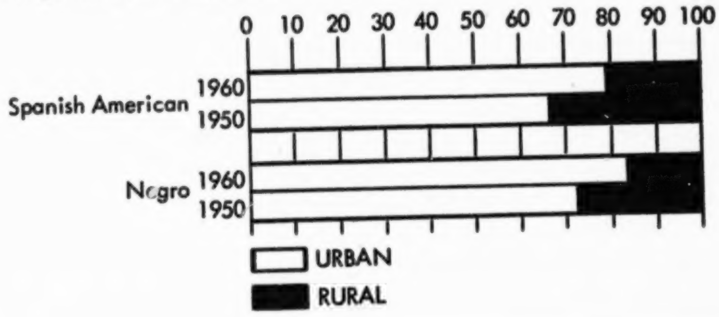
Americans in the five southwestern states, those in Texas rank lowest not only in the area of education, but also in areas of occupation and income.

THE YOUTH

The situation of the Mexican American youth in the Southwest today is directly related to the preceding discussion of the general socio-economic and demographic characteristics of the total Mexican American population. As has been previously mentioned, a significant characteristic of this population is its large percentage of youth. About 21% of the Mexican American population is represented by the teenage group. If the term, "Youth", is used to refer to that segment of the population, ages 15 to 19, we find that Mexican American youth constitute approximately 300,000 persons (over 153,000 are males). According to the U.S. Census definition of "labor force" (persons 14 years of age or older who are employed or employable), Mexican American youth represent three hundred thousand potential additions to the total labor force. It should be noted, however, that although the true picture of the employment situation for this segment *is* definitely related to the rate of unemployment, a more significant and perhaps more revealing area of examination can be found in the percentage distribution of occupation. For example, it was previously noted that of the total numbers of Mexican American males employed in southwestern urban areas, only five percent were engaged in some type of "professional" occupation, and that the majority were engaged in some form of manual labor. In general, the degree of employment opportunity possessed by the Mexican American youth today, reveals little hope for improvement in the imbalance of occupational distribution.

Table 1

Urban and Rural Residence Spanish-Americans and Negroes in the Southwest



Ethnic group	Year	Urban	Rural	Total
Spanish-American	1960	79.1	20.9	100.0
Spanish-American	1950	66.4	33.6	100.0
Negro	1960	83.5	16.5	100.0
Negro	1950	72.4	27.6	100.0

Source: "U.S. Census of the Population: 1960." Vol. 1, PC(1)–1B, U.S. Summary, Table 47: Age by Color and Sex for the U.S. Subject Reports: PC(2)1B, "Persons of Spanish Surname," Table 2: Age of White Persons of Spanish Surname; PC(2)–1C, Non-white Population by Race, Table 50: Social Characteristics of the Negro Population.

Table 2

Occupational Distribution of Employed Urban Mexican American Males and Anglo American Males in Five Southwestern States: 1960*
(in percentages)[1]

	Five States Total		Arizona		California		Colorado		New Mexico		Texas	
	MA	AA	MA	AA	MA	AA	MA	AA	MA	AA	MA	AA
Professional, technical, etc.....	4.8	15.9	3.5	14.1	5.4	16.6	5.3	15.7	7.1	19.3	3.9	14.4
Farmer and Farm Managers....	.7	.7	.4	.9	.8	.6	.1	.6	.5	.8	.6	1.0
Managers and Proprietors, exc. farm.....................	5.2	15.4	5.1	16.1	4.8	14.4	3.8	15.9	6.5	17.9	5.6	17.3
Clerical and kindred..........	5.8	8.2	3.7	6.9	5.8	8.2	5.7	8.5	8.5	6.7	5.8	8.5
Sales workers................	4.2	9.7	3.8	10.0	3.9	9.5	3.6	9.4	4.7	7.8	4.7	10.1
Craftsmen, foremen, etc........	19.2	22.5	18.4	23.8	19.3	22.7	15.3	21.4	20.0	22.4	19.5	22.3
Operative, etc..............	26.8	16.6	27.8	15.8	28.5	16.3	28.7	15.7	21.8	16.4	25.0	17.5
Private household workers.....	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1	.1
Service workers exc. private household................	8.8	5.7	8.2	5.9	7.7	6.1	11.4	6.4	13.5	4.5	9.5	4.2
Farm laborers and foremen.....	7.7	.6	10.5	1.0	8.9	.7	3.0	.6	1.7	.5	6.9	.5
Other laborers...............	16.7	4.6	18.4	5.3	14.8	4.8	23.0	5.7	15.6	3.6	18.5	4.1
Total..................	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

MA=Mexican American. AA=Anglo-American.

Sources: U.S. Census of Population: 1960, "Persons of Spanish Surname," Final Report PC(2)–1B, Table 6, p. 38, State volumes, table 57.

*Mexican American stands for persons of Spanish surname, Anglo American for white persons, excluding those of Spanish surname.

[1] From the files of the Mexican American Study Project, University of California, Los Angeles.

Table 3

School Enrollment

Sex and Age	Spanish-American	Negro
Males		
Number of males age 14–24	312,080	168,255
Number of males age 14 and over enrolled in school	103,954	58,680
Ratio of enrollees to males age 14–24	33.3	34.9
Females		
Number of females age 14–24	313,988	171,168
Number of females age 14 and over enrolled in school	111,744	67,177
Ratio of enrollees to females age 14–24	35.6	39.2

Source: U.S. Census, 1960. Subject Reports PC(2)–1B, Tables 2 and 6; PC(2)–1C; Table 50.

Table 4

Years of School Completed

Sex	White Persons of Spanish Surnames in 5 Southwestern States [1]	Puerto Rican Birth and Parentage U.S.	Nonwhite Persons in the West			Nonwhite Persons in California	
			Negro	American Indian	Chinese	Japanese	Filipino
Total Males 14 years old and over	8.1	8.4	10.3	8.2	11.3	12.4	8.7
Total Females 14 years old and over	8.2	8.2	10.6	8.1	11.8	12.3	11.5

[1] Median years of school completed by persons aged 14 and over of selected ethnic groups in the Southwest and West from various 1960 U.S. Census reports.

Unemployment

By Sex and Ethnic Group

Ethnic Group	Male			Female		
	Civilian Labor Force	Number Unemployed	Percent Unemployed	Labor Force	Unemployed	Percent Unemployed
Spanish-Americans in 5 Southwestern States	801,045	64,277	8.0	295,417	28,512	9.7
Negroes in 5 Southwestern States	470,986	45,694	9.7	321,201	27,741	8.6
Persons of Puerto Rican birth and parentage in whole United States	214,279	20,365	9.5	102,640	11,281	11.0
American Indians in the West	43,324	7,991	18.4	17,362	2,378	13.7
Chinese in the West	43,625	1,753	4.0	19,783	882	4.5
Japanese in California	45,210	1,191	2.6	26,507	820	3.1
Filipinos in California	24,008	1,871	7.8	4,586	626	13.7
Anglos in 5 Southwestern States	6,027,385	269,754	4.5	2,907,536	147,444	5.1

Source: U.S. Census 1960: Reports PC(2)1B, 1C and 1D and Volume 1.

Occupational, Grouping of Employed Persons in Texas, by Sex, Color and Ethnic Origin, 1960

Occupation	All Classes M	All Classes F	Spanish Surname M	Spanish Surname F	Non-White M	Non-White F	Anglo M	Anglo F
Professional and Technical [a]	9.6%	13.3%	3.1%	5.3%	3.2%	7.3%	11.5%	15.6%
Farmers and Farm Managers	6.1	0.6	2.6	0.2	3.0	0.3	7.1	0.7
Managers, officials, proprietors, exc. farm	12.0	4.7	4.6	2.8	1.9	1.3	14.5	5.6
Clerical and kindred and sales workers	13.0	37.4	8.2	25,2	3.9	3.5	14.9	46.2
Craftsmen, foremen and kindred [b]	18.7	1.0	15.9	1.0	8.0	0.4	20.5	1.1
Operatives and kindred [c]	18.0	9.1	21.8	20.3	21.2	6.5	16.9	8.1
Private household workers	0.1	11.4	0.2	16.1	0.9	46.8	0.0	3.3
Service workers [d]	5.8	15.1	7.4	16.1	18.6	25.0	3.8	12,8
Farm-laborers and farm foremen	4.4	1.4	16.2	5.7	7.1	1.4	2.2	0.8
Laborers exc. farm and mine	7.7	0.5	15.8	1.2	24.5	0.8	4.2	0.3
Occupation not reported	4.7	5.6	4.3	6.1	7.7	6.8	4.4	5.3
Total	100%	100%	100%	100%	100%	100%	100%	99.8%

[a] Includes engineers, medical personnel, teachers, and related workers.

[b] Includes mechanics, repairmen, metal and construction craftsmen, and related workers.

[c] Includes drivers, deliverymen, and operators in both manufacturing and non-manufacturing industries.

[d] Includes waiters, cooks, bartenders, protective service, and other service workers.

(Figures for Spanish surname population derived from Harley L. Browning and S. Dale McLemore, "The Spanish-Surname Population of Texas", "Public Affairs Comment" Austin: Institute of Public Affairs, University of Texas.), January 1964.

(Other categories from 1960 census.)

The tendency of the Mexican American to be employed as a "hewer of wood and a drawer of water" is complex in explanation. In general, we can cite four related areas of causation: (1) elements of overt and covert discrimination, (2) differences in educational and training opportunities, (3) a vicious poverty cycle, (4) language and cultural barriers. In addition, the plight of the Mexican American youth is intensified by general trends in the U.S. labor market which are presently affecting the total youth population of the United States nationwide, the steady growth in the number of youth seeking employment far surpasses the relatively static number of job openings which are available to persons of this age bracket. An obvious result has been a marked rise in unemployment among the nation's youth. At present, the unemployment rate of "teenagers" is more than twice the rate of unemployment for the total labor force.

Because of the generally low job skill level which characterizes the youth segment, and because of the steady decrease in the demand for unskilled labor, many youth either find that, in reality, they possess no marketable skills, or that they are unable to compete with older, more experienced workers for unskilled positions. Another contributing factor is the general increase in educational requirements, even for unskilled positions. A high school diploma has become the minimal requirement for most "entry" (unskilled) jobs, particularly those holding any promise of promotion. According to the 1960 U.S. Census, the median number of school years completed by all Mexican American males and females fourteen years of age and over is 8.1 and 8.2, respectively. Limited education presents a severe handicap not only to Mexican American youth, but also to the entire ethnic group.

The situation of the lower class Mexican American youth presents an even more negative picture. Not only is this group the victim of limited education, but more often than not it is characterized by inferior educational preparation. Lack of education of the adult population has a real effect on the educational aspirations and on the educational achievement of the youth. Parents, therefore, seldom represent positive role models with regard to the requirements, restrictions, etc., of the greater society. Youth are not socialized to meet the demands of, or to function with any degree of effectiveness in the middle class, industrialized, urban environment. The socialization process places considerable emphasis on the internalization of the major attitudes and values of the Mexican American sub-culture. Many of these values are diametrically opposed to the value orientation of the middle class world of work. For example, in the Mexican American sub-culture emphasis is placed on the primary responsibility to family and on maintenance of family ties, on concentrating on the immediate present and consequently leaving events of the future in the hands of God. In the greater society, however, emphasis is placed on the individual and on minimal family ties so as to facilitate both physical (geographic) and social mobility; on achievement of material wealth and related status and prestige, and on future orientation, or deferred gratification.

In general, parents neither impose standards of excellence on tasks performed by their children, nor do they communicate a strong desire for evidence of a high degree of achievement. Parental love is not conditional (based on achievement); and performance of the child is not compared to that of his peers. Plans for the future are not emphasized, in terms of employment security from which will be realized some degree of success and achievement. Extensive formal education, as has been previously mentioned, is generally not considered to be necessary or highly valuable by the adult segment of the Mexican American population.

In effect, the Mexican American youth are initially handicapped by their own cultural value system with regard to making an adjustment to the environment of the educational institution. As we have seen, preparation and orientation in the home is generally unrelated to the types of experience on which school life is based. Suddenly, and often traumatically, the Mexican American child is required to conform to the rigid normative system of education. In addition, it is assumed by many educators that children, regardless of cultural background, are able to immediately understand and to place positive value on this foreign situation. The Mexican American child, therefore, is required not only to conform to; but also to blindly accept an environment which is geared more specifically to the middle class Anglo child. Demands are made on the child which are not realistic and not relative to the role which he plays in real life. He is not able to relate to goals which are set up in terms of "the good life". (Anglo Middle Class)

Through social interaction within the family, the school, the peer group, etc., Mexican American youth become aware of what we may call "societal categorization". They become cognizant of the social stratification system, class differentiation, and ethnic and/or racial segmentation which exists in the greater society. These youth are exposed to, and become victims of certain sterotypes (both negative and positive) which aid in the development of a self image; and clarify expected behavior patterns in relation to their cultural and social "category". That is to say, the Mexican American youth learns that in the United States there are certain expected and favored characteristics for many of the favored statuses and positions. The "W.A.S.P." category represents the most favorable. The middle class *W*hite, *A*nglo-*S*axon *P*rotestant image is invariably presented as "the way to be"; and the possession of other social, phenotypical, and religious characteristics is often subject to negativistic categorization. *All* youth possess such statuses as race, nationality, social class, sex, place of residence, and membership and birth order in a given family, which influence how others behave toward them. However, only *some* youth possess the "right" combination of the aforementioned. What effect does this have on the psychological and social development of the Mexican American youth?

The ability to deal with the numerous complex problems of existence in the United States today depends largely on the possession of the necessary resources. In the case of the Mexican American youth, the problems are too many; the resources are too few. Life all too frequently takes on the characteristics of a ping-pong game during which the youth is mercilessly bounced back and forth between two opposing cultural value systems. The "American Dream" of health, wealth and happiness, the realization of which represents a major goal to members of the "greater" society, is to the Mexican American youth merely representative of an unattainable goal which, for him, can only exist in a world of dreams.

Achievement of this "American Dream" or of any goal, regardless of magnitude, is dependent of the presence of three interrelated factors: (1) an open and accessible avenue with which to approach the determined goal, (2) motivation for reaching the goal, (3) the necessary resources, such as ability and "know-how" for reaching the goal. The Mexican American youth has access to few, if any, answers by which to approach this goal of the greater society. By avenue, we refer specifically to a source of gainful employment which would enable upward social mobility, advancement and, as a consequence, achievement and recognition. Inadequate educational preparation; low socio-economic status, thus limited monetary resources; cultural conflict; language barrier; prejudice and discrimination provide neither the resources nor the motivation necessary for achievement.

In the face of these overwhelming odds the Mexican American youth must employ some means of ego reinforcement. The school drop-out for example, has, on the one hand admitted defeat by "the system"; but on the other hand has rationalized the situation to fit his psychological needs. He has adjusted the attitude that education is not important or necessary; that his failure to achieve is in no way related to *his* inadequacies but is solely the result of an unfair system. The youth who resorts to some form of deviant behavior has determined another means of ego reinforcement. In this case, he has accepted a more active method of combat than that of the drop-out. Although he also tends to place all blame for failure on an outside force, he attempts to achieve success through ultilization of legal and/or illegal methods. The fact that, as an individual, he has little or no status in the greater society has motivated him to seek another realm: A subculture or subgroup, where he can gain recognition. For example, if he has found it virtually impossible to secure gainful legalized employment in the world of work, he will often resort to illegal means in order to obtain comparable monetary and material wealth. What steps can and should be taken to provide youth, specifically Mexican American youth, societal goals? Let us now examine possible programmatic approaches to the solution of some of the major problems of the Mexican-American youth.

POSSIBLE PROGRAMS

If a youth-work program is to make a significant, positive impact on the employment problems of Mexican American youth, it must be realistic in orientation yet comprehensive in scope. Within the last five years a proliferation of "stop-gap" employment programs has occurred. These programs, which supposedly have been initiated to solve employment problems of poverty-stricken youth have, for the most part, only added to the existing problems. In general, emphasis is placed only on providing a source of immediate employment (regardless of the nature), and little or no consideration is given to adequate preparation for the world of work. The mere fact that an individual is provided with a job is no real indication that he will receive satisfaction from said job or that he will remain employed.

The success or failure of a work-program should not be related solely to the number of job placements but should pertain more directly to the post placement performance of the individuals in question. Attempts should be made to prepare and place individuals in positions which are intrinsically satisfying, which supply sufficient reward (monetary or otherwise), and which hold some promise for future recognition and/or advancement. However, preparation for employment must be geared to the existing labor market situation. It is not enough to provide extensive vocational counseling if job opportunities are virtually nonexistent. It may be necessary to first provide vocational education and training. As we have noted, the entire youth segment of the U.S. population is faced with lack of employment opportunities. This situation will be resolved not by counseling or training, but by the creation of new jobs, designed specifically for young people. There are two criteria which influence degree of access to employment opportunities: achieved criteria which are acquired during the process of socialization (such as degree of educational achievement); ascribed criteria such as ethnicity and age (often biologically fixed). Lower-class Mexican American youth are disadvantaged on both counts, and therefore require a work program which is oriented toward resolution of problems in both areas.

During the past year of operation of the El Paso Juvenile Delinquency Study Project a list of characteristics and/or problems common to the lower-class, Mexican American job applicant was compiled by the Employment Counselor. The following represents a summary of this information which, it should be noted, is not unique to the Mexican American ethnic group but is characteristic of a low-class, poverty-stricken existence.

1. Youth desperately need gainful employment, but at the same time are in desperate need of vocational training and counseling.
2. Lack of education.
3. Large number of school dropouts.

4. Lack of work experience and associated work habits.
5. No work experience relevant to future employment opportunities.
6. Great need for part-time work to supplement the low family incomes.
7. Lack of long-range planning and vague and often unrealistic plans for the immediate present.
8. Majority of adults (role models) are unemployed, underemployed, and/or unskilled.
9. Increase in number of males seeking employment who have police records and who have used in the past, or are now presently using narcotics. (Many employers refuse to hire individuals with police records.)
10. Failure, on the part of many youth, to keep appointments and/or to show up for job interviews.
11. Many youth do not express honest feelings (pro or con) during an interview re: suggested job opportunities.
12. Extreme reluctance to confront an "Anglo" employer in a job-seeking situation . . . especially after a job has already been developed by the Employment Counselor.

In addition to the above problems, lower-class Mexican American youth, because of their distinctive socialization, often lack such middle-class graces as good speech, promptness, neatness, and politeness. They are often fired for poor work attitudes as well as for poor work performance. The presence of prejudice and discrimination in the world of work further limits and discourages Mexican American youth from expending effort in preparation for *only* certain restricted occupations. Because of prejudice, the Mexican American youth frequently receive vocational education and training which is markedly inferior to that received by Anglo youth. Because of discrimination, the Mexican American youth cannot receive the full benefit and full range of vocational counseling which is received by Anglo youth. A vocational counselor is usually aware of those employers who practice "restricted hiring," and will not jeopardize his reputation by making a referral and risking the refusal of his client. Based on the findings of the Project Employment Counselor, the following recommendations should be taken into consideration with regard to upgrading the employment situation of the Mexican American youth.

1. Increase the employability of young job seekers.
2. Improve training and work-preparation facilities and make them more accessible to youth.
3. Broaden the Mexican American youth's occupational horizons and help them to set job goals commensurate with their individual capacities.
4. Increase the number of job openings for Mexican American youth.
5. Insure effective utilization of all available employment resources for youth.
6. Assist Mexican American youth in overcoming the effects of the prejudice and discrimination found in the employment world.

At this time we would like to present a Work Program which directly relates to the aforementioned recommendations. The proposed program would be entitled, Vocational Eye Openers (V.E.O.). In the Spanish language, the word, "veo," means, "I see." The objectives of the program would be related to providing Mexican American youth with the opportunities to realize (see) both their occupational abilities and horizons. The program would involve the following five specific areas of service, all of which would be coordinated and interrelated:

1. A Youth Vocational Center. The center would function as a general employment information bureau where youth could drop in and obtain free information on existing job openings, job qualifications, etc. A staff would be provided to handle program intake, educational-vocational counseling, job development, and placement of youth in work experiences or programs to upgrade their education and skills.
2. A local Youth Service Corps, which would provide several kinds of experience in *subsidized* work to help youth become employable.
3. On-the-Job training with private employers.
4. Education and trade training.
5. Part-time jobs for in-school youth in public-service or private non-profit agencies.

The staff of the Youth Vocational Center should attempt to evaluate the individual capacities and capabilities of each youth and help orient him toward suitable vocational goals. If the individual is a dropout, he should be encouraged to complete his schooling. If he is ready for employment, he should be placed in an on-the-job training situation or in a private industry. If it is determined, after a series of interviews, that the individual is not sufficiently prepared to enter into competition of the employment world, he should be referred to the Youth Service Corps. From Y. S. C. he will obtain work experience and will receive the reinforcement of individual counseling. In this manner, he will be assisted in adjusting to an employment situation and will be better equipped for a subsequent position in private employment.

All facets of V. E. O. should be geared toward assisting Mexican American youth in obtaining maximum personal satisfaction and fulfillment from their work. Therefore, every attempt should be made to discover and capitalize on the latent abilities of each youth, and to afford him work opportunities which will utilize these talents. Initially, the program should provide the youth with exposure to a number of vocational experiences. In this way, a more realistic decision can be made with regard to appropriate vocational orientation and placement. For example, a youth may be assigned to several vocational experiences while he is in the Youth Service Corps. On the other hand, he may be placed in several on-the-job training positions, each position more demanding than the last. However, this approach should also involve the on-going assistance of a staff counselor, in order to avoid the youth being pushed far beyond a level at which he feels comfortable and secure. The ultimate goal for each individual should be the realization of his optimal vocational potential. Therefore, from the moment the youth comes in contact with one of the five service facets of the program, ongoing reinforcement is provided by program staff. There should be no predetermined time period, after which a case is required to be closed.

It should be noted at this time that not all Mexican American youth who seek the services of V. E. O. will benefit from said services. If a youth has severe emotional problems, not only will he receive minimal benefit, but he may also have a real detrimental effect on any group in which he is placed. If it is determined that a youth is unable to effectively participate in one of the regular service facets of the program, he will be assigned to a specialized facet. Here he will receive highly individualized, intensive counseling to enable him to better cope with his emotional handicaps.

With regard to overall programmatic organization of V. E. O., there should be three major divisions, or intake groups, to which youth are assigned upon entry into the program. The following is an explanation of these intake groups:

Group I.—Includes youth who are unable to cope with a normal work situation. These are youth with severe emotional problems, mental deficiencies, or physical disabilities, including drug addiction. Case files on each individual should be maintained and, if feasible, work programs geared toward rehabilitation should be planned.

Group II.—Includes those youth who lack sufficient training and preparation to compete in the employment world. However, they are considered to be capable of receiving said training and preparation. In general, these are the youth who have very limited understanding of required work habits and of job qualifications. They should be assigned to the Youth Service Corps where they will be able to develop rudimentary trade skills and good work habits.

Group III.—Includes those youth who have been determined to possess the maturity and the understanding of job demands which is sufficient in private industry or in an on-the-job training situation. In this case, direct referrals should be made to a program counselor who will assist in vocational planning and will provide on-going support.

Youth who fall into the fifth category, or service facet of the program, i.e., in-school youth, 16 years of age or over, who desire part-time employment, should be handled separately (outside the three specific program groups).

Program Intake Procedure

A bilingual intake receptionist will fill out an intake card on each youth who comes into the Youth Vocational Center. An appointment will then be made for the youth with one of the program intake interviewers. Assignment to an interviewer will depend on age of youth.

The first intake interview should not last longer than fifty minutes. During this period the interviewer should assess the degree of motivation for work, the appropriate group to which the youth should be assigned, whether or not the youth is in need of additional education or remedial tutoring. In addition, the interviewer should evaluate the youth in the following areas:

1. Areas of vocational interest; aspirations for future employment as they relate to work skills and experience presently possessed; the degree to which the job request of the individual is realistic.

2. Educational history with regard to academic achievement and personal adjustment. In the case of a dropout, reasons for dropping out should, if possible, be determined.
3. Previous work experience.
4. Characteristics of family environment—how parental role models view employment; the nature and extent of their employment experiences; nature of youth's responsibilities to family; extent of previous use by the family of existing social service agencies.
5. Status of physical health—include use of narcotics (past or present), general medical history re: any severe or unusual illnesses and extent of hospitalization required.
6. Legal status—parole, probation, any legal action which is pending.
7. Personality adjustment—types of recreation; extent and characteristics of personal friendships; past or present membership in a gang.
8. Personal appearance and deportment—nature of dress; appropriateness of manner displayed.

The intake interview should be used as a tool to establish some degree of rapport with the youth and to establish an initial working agreement. Opportunities offered by the various facets of the program should be outlined at this time, and offerings of the program should be compared to the stated desires of the youth. Specific obligations on the part of both the youth and the program should be clarified, and duties and functions of the counseling staff should also be explained and clarified.

Subsequent to the intake interview and analysis of the areas of evaluation, the youth should be assigned to a program work group. If, for example, he is recommended for Group II, a supervisor in the Youth Vocational Center should then assign him to the local Youth Work Corps. At the Y. W. C. he will receive orientation and will be placed on a specific work crew. Youth should be cognizant of the fact that the training period of the Youth Work Corps involves a maximum of six months. If, during this period, habitual lateness and/or unexcused absences are recorded by the supervisor, youth should be aware that they will be suspended from the Corps program.

If a youth is assigned to Group III, his case file is sent to a supervisor in the Youth Vocational Center. The supervisor examines the intake information and assigns the youth to a program counselor. Assignment will depend upon whether the youth requires vocational training or is ready for immediate job placement.

Testing of youth at the Youth Vocational Center with regard to aptitude, achievement, interests or intelligence should be kept to a minimum. Tests should be necessary only in two instances: (1) if results are required to reinforce the evaluation of the intake interview, (2) if results are necessary to fulfill specific requirements for job placement. However, it should be noted that accuracy of test results in the case of Mexican American youth is minimal. The majority of the tests which are used are geared to the Middle Class Anglo value system, and test results are also determined in relation to this system. Although there is no such thing as a "culture free" test, great care should be taken to select those tests with the least cultural bias to be employed by the program; and extreme care should be taken in the interpretation of test results. A psychologist on the staff of the Youth Vocational Center should administer all tests.

Each of the youth in Group III should be assigned to a specific counselor with whom he will work during his training experiences and for some time after he has been placed in a full-time employment position. With regard to youth in Group II, they will be served by a team of counselors. Each counselor will be assigned to a specific work project of the Youth Service Corps. Thus, an individual may not continue to receive the services of the same counselor during his participation in the program. Approximately one month before a youth is scheduled to complete the training program, a meeting with the job-placement counselor should be scheduled. At this time plans should be made concerning the next steps to be taken toward future employment.

Two-thirds of a counselor's time should involve providing assistance to youth in locating and holding a job. Only one-third of the counselor's time should be devoted to problems concerning the subsidized work experience. In the case of youth who are involved in the on-job-training programs, a counselor should make his services available on two or three evenings a week. These youths are vitally in need of this supportive service during the initial adjustment period to a real job. Improvements gained from the Work Corps experience, such as increased job motivation and development of good work habits are in real jeopardy at this time. The counselor should attempt to provide on-going reinforcement during the initial adjustment period.

All counselors on the program staff should receive on-going supervision and training by local professionals in the fields of social work and psychology. These individuals should be available as resource persons and as consultants. If possible, Vocational Counselors on the staff of the local State Employment Service should also be utilized in the same manner.

In addition to the regular staff of the Youth Vocational Center, the program should establish a professional advisory committee. Members of this committee should be drawn from vocational-guidance agencies and from universities. The committee should meet periodically with program staff in order to receive a briefing on program progress and to provide any necessary consultation.

Work Situations

This section is devoted to the description of possible techniques and methodology which may be utilized in the work situations which are made available to youth involved in the V.E.O. program.

As has been previously mentioned, the program which would be offered to youth in Group II should be composed of a range of work experiences or work situations. Group II should be divided into subgroups (8–16 youth), each of which would be under the direction of chief or foreman. During his six month period with the Work Corps program, the youth should be exposed to as many work situations as possible. These situations should present to him increased work demands and responsibilities, and at the same time increased work hours and base rate of pay. One of the guiding principles involved in the planning of such a work program should be careful analysis of each work situation which is to be utilized. It should be determined whether or not each situation involves work which is socially useful to the youth. In work situations where it is feasible, youth should be given the opportunity to experiment with new techniques and methods for solving on-the-job problems. In this way, youth can experience some degree of ego reinforcement. In general, the low-class Mexican American youth has had little opportunity to express his opinions and/or ideas; and has been conditioned to believe that he is incapable of solving problems.

The following work situations were used by the Mobilization for Youth experiment during the first two years of program operation. In order to apply to a program specifically oriented toward Mexican American youth some minimal structural changes will have to occur. However, we believe that the basic format is transferable and is able to be adapted to the Mexican American cultural system.

The woodworking shop.—This shop can have two crew chiefs and therefore, a double complement of trainees. A businesslike atmosphere should prevail. There should be a time clock, and cards should be punched four times a day. A notice posted next to the time clock explains, in Spanish and English, that there are two coffee breaks a day, but that during that time no one is permitted to leave the premises. The equipment is comparable to that of a small industrial plant, with various kinds ofpower tools and a separate room for spraying and finishing. Work should be conducted as in a factory, with all jobs on an assembly line, not on individual basis. This minimizes competition and prepares the trainees for industry.

In the early months, this shop can make toys, bookcases, and other simple articles. After the initial exposure trainees can then start to make furniture for settlement houses, including picnic tables, benches, and hanging shelves. In the last phase of this program, production can include cabinet furniture, sold only to non-profit agencies or individuals in the area.

As an introduction to the shop the trainees can do sanding. They can be taught to use the table saw, radial saw, and router. At this stage, when they are beginning to get the feel of real production, certain basic information is introduced. They must learn to measure by yards, feet, inches . . . even to understand fractions. They discover that they will need to read blueprints as well as instructions.

With this knowledge the motivation to learn begins to develop, and the foreman to teach, but teaching will be very difficult because many of the trainees have a command of reading or arithmetic no higher than second or third grade level.

Building repair groups.—These groups should be devoted to general carpentry, painting, and masonry.

Luncheonettes.—Luncheonettes should be purchased as a going business and turned into a training unit in order to give some of the youngsters direct experience and training as cooks, countermen, and waitresses. This function cannot succeed without the services of a manager who has both food-trades background and experience in working with low-income youth. There are numerous benefits to be obtained by operating an actual business in terms of giving youth an opportunity of getting used to dealing with the public.

Service station.—The operation of a service station is another real possibility of a project run as a business. A service station can be leased from a major concern (this has been done in the eastern states) by the parent organization which is a non-profit agency . . . a subsequent contract can be arranged with the appropriate office in the Labor Department for youth training.

The station should have a qualified manager and be open 24 hours a day. Trainees can be taught to wait on customers, fix flat tires, lubricate automobiles, make minor repairs, and sell the company's products. Major concerns can make available the benefit of their own training programs for more intensive training of youth. Later, youth can be moved to job placement or to automotive shop for further training.

Automotive shop.—Trainees can be taught to do basic mechanical repairs in a real work situation. When a car comes in for repairs, the trainee should be asked to diagnose the trouble and prescribe a cure. Some Mexican American youth have found the field of automotive work exciting and satisfying, and many of them have made real progress.

Hospital.—A hospital can be the scene of a varied training program. The youngster should be supervised by a crew leader and a registered nurse who spends a good part of her time at the hospital. Trainees can work in various departments for a three-month period and be observed by both the crew chief and by the hospital staff. They can work in dietary services, as nurses' aides or orderlies, and in maintenance, shifting from plumbing to carpentry, from the paint shop to the machine shop. In the hospital each trainee should work alone—an experience which seems to give the youngster confidence after an initial period of nervousness. The experience of working in a hospital also results in increased awareness of normal medical care for themselves and their families.

When the intake supervisor recommends a youngster for hospital assignment, he should be interviewed by the crew chief. If he is found acceptable, he should be referred to the hospital personnel office for final selection.

Clerical workshop.—These shops would train girls in typing, filing, mimeographing, and addressing from listing as well as other clerical and office duties. All trainees should participate in answering the telephone. Office procedures should be discussed, and appropriate grooming habits should be taught and practiced. Work assignments can come from various sources, such as settlement houses, non-profit agencies and other governmental agencies in the area.

The problems of the clerical shop will demonstrate the conflict between school and work that has existed to a lesser degree in other programs. If a youngster cannot spell, the development of typing skills is of dubious usefulness. If he has limited arithmetic skills, he cannot use business machines effectively. Consequently, prior training is needed to succeed in this program. The clerical shop should give trainees additional practice, broaden entry skills, and deepen their confidence.

Clerical student unit.—As a further step in building confidence, the program can operate a clerical student unit, which would consist of entry-level office assignments in various settlement houses and other agencies in the area, supervised by a work project crew chief. These should be regarded as semi-sheltered jobs, which help bridge the gap to private employment by providing more support than is usually in a work situation.

The sewing shop.—This shop should be run like a factory. It should be well equipped with sewing, buttonhole, button-attaching, and other machines as well as cutting and pressing equipment. These machines can be contributed by clothing manufacturing industries and unions.

The shop should be arranged so that work bundles move from one operation to another. Once the trainee operators approach proficiency they should be time-studied, to give them some idea of their potential earning capacity.

The products of the shop should meet specifications of social utility. A unique project in this area would be to produce clothing for children of migrating workers. At the completion of this clothing the trainees can be transported to a migrant labor camp so that they can personally distribute said items. The novel experience of giving and what is more—giving something which they have acquired the skill to make—helps create additional incentive to work.

Staff Responsibilities.—The director of the work program should be assisted by supervisors, each of whom will be responsible for working with approximately eight crew chiefs. The responsibilities of the crew chief should be:

1. To complete a specific work task with the group of trainees assigned to him.
2. To involve the trainees in planning a particular task.
3. To give the trainees an understanding of the job demands normally made in the area in which they will be working, including basic work habits.
4. To teach trainees how to use the tools of whatever trade they will be learning.
5. To try to give the trainees a sense of pride in what they are learning.
6. To be a model worker in his field so that the trainees are exposed to the kind of person they will meet when working for a private employer.
7. To imbue the group with a sense of what working together means, how the successful involvement of the group acts as a stimulant to its most backward member.
8. To discuss with trainees the personal grooming, attitudes, and general behavior that will be expected of them in a specific area of work.

The foreman should be expected to establish a situation in which trainees can and will learn. He alone should reward the trainees on the site by recommending raises. He, of course, does not have the responsibility of counseling trainees.

Most of the crew chiefs should come from poor neighborhoods and should be working-class people. Most should have lived in this part of the country, and most all of them should have an urban background.

To be successful, the crew chief must have an awareness of the social problems with which the program is concerned and, especially, of its implications for Mexican American youngsters. He should avoid becoming over-involved with the trainees lest he lose his effectiveness.

Each crew chief should be a craftsman, with a great love for his craft. His enthusiasm for this work will be contagious; without it, the work becomes routine, and the interest of the group declines. He should be able to give orders clearly and firmly, with understanding, without primitiveness. He should have a good sense of humor in order to withstand frustration, and he should have a flexible attitude toward methods of work. Former teachers, in particular, can make good crew chiefs, especially valuable for their contribution in motivating youngsters.

Weekly meetings should be held by the director to help work foremen gain insight into the trainees' problems. The topics discussed at these meetings should include courses of high rates of absence or lateness, how to deal with trainees who have a low frustration level, how to handle failure to carry out orders, the nature of discipline, factors affecting learning among underprivileged Mexican-American youth, criteria for eligibility in work programs, when a trainee should be asked to leave the program, what subjects that are not directly related to the work task foremen should discuss with trainees, and the nature of training in a particular work project.

In addition to these weekly meetings, frequent conferences should be held with foremen by the director of the local Youth Service Corps, regarding the work that is being done and ways of involving the trainees in the learning experience. Attempts should be made to hold regular work schedules. The supervisors should be responsible for keeping the projects supplied with materials and tools, and explanations should be in order if schedules are not met. This procedure will train trainees to respect time demands.

CONCLUSION

The material which has been presented in this paper, in reality, represents only an overview of the complex problems which confront the Mexican-American youth in the search for employment. His story has been one of few opportunities and many frustrations. Only through utilization of the types of program services which we have described, do we feel that the present day situation of the Mexican-American youth can be altered and subsequently improved.

The decision to establish machinery to plan a comprehensive, organically related program for Mexican-American youth in the Southwest is based upon general observations of deplorable employment found in this region and on the observed predicament of its Mexican-American youth. We believe there is a real and urgent need to institute such a program as quickly as possible.

Because of the fact that the Southwest represents a relatively large geographic area, we can be certain that the problems of the communities found within this area will represent a considerable range of variation. Therefore, individual analysis of each community will have to be undertaken prior to the initiation of a program such as V. E. O. Priorities in terms of community needs and services required to fill said needs must be determined. In assuming a comparable responsibility of developing a comprehensive youth program, the El Paso Juvenile Delinquency Study Project, it was necessary to first establish certain working assumptions concerning the nature of the existing problems. From these assumptions possible solutions were determined. During this planning stage, research was conducted in order to confirm, refute, or refine these preconceptions. Indeed, these preconceptions formed the basis, established the frame of reference, and suggested areas of investigation for subsequent research and program planning.

In the majority of the communities in the Southwest, the Mexican American population is found in a restricted, sub-community area. Mexican American youth as a consequence, are frequently the victims of both cultural and geographical isolation. It is the responsibility of the Mexican American *and* the Anglo-American population segments in each community to find solutions to community problems, such as unemployment, which result from this isolation. It is not sufficient to merely point to statistics which reveal the percentage of high school dropouts, the rate of juvenile delinquency, and the percentage distribution of occupations. A meaningful program must attack not only the "rates," *per se*, but must also determine and eliminate the underlying causative factors. As has been noted, crucial to an effective and realistic training and employment for Mexican American youth of the Southwest is the provision of actual work experience which teaches basic job requirements and lays the foundation for later and more intensive skilled training.

Another aspect or facet of a comprehensive approach of this nature and scope is represented by a counseling program which should be administered within the context of expanded work opportunities. Goals of this program should be related to the development not only of a positive self image, self motivation, and an understanding of the world or work; but also to realistic perception of appropriate dress, comportment, and manner of positive approach and potential employers. In order to accomplish the aforementioned, considerable time and effort on the part of many individuals will be required. However, the opening of new horizons, new opportunities cannot wait for another generation of Mexican American youth to join and increase the ranks of the disadvantaged. ■

Work Problems of the Mexican American

by

ROBERT SANCHEZ
Attorney, McAllen, Texas

In the deep recesses of Anglo American life in many communities where Mexican Americans predominate, and particularly at or near the Mexico-U.S. border, you hear reliable reports about some employers saying that the Mexican American worker is lazy, hence he does not deserve an equal chance.

Mr. Hearing Examiner, to say that the Mexican American worker, as a class, is lazy is of course sheer stupidity. At times he appears so, but if he does, I assure you that it is because the mountain of problems which our workers face from day to day, the ugly and insurmountable nature of the problems, the frustration brought on because of the problems, and the helplessness of the Mexican American worker before such odds.

The problems facing the Mexican American worker, to be sure, are numerous, but I shall mention here today only a few of the more serious ones, in the interest of not overstaying my time.

By natural circumstances, Mexican American workers are found in greater concentrations at or near the Mexico-U.S. border where again by the same circumstances the problems are worse.

Take for instance the so-called commuter or green card worker situation. Though it needs little definition at this point, a commuter or green card worker to us is a Mexican national who has secured a visa to reside and to work permanently in the United States but who is actually residing in contiguous Mexican territory, and commuting to his job in the United States frequently. The effect on domestic workers, that is, our own worker living in the States, is obvious and clear. Since Mexican aliens can live cheaper in Mexico, they can afford to be exploited by American employers in the United States, whereby they lower the wage scale and play havoc on the working conditions of our domestic workers.

The anatomy of these commuter workers and of the whole commuter practice ought to be examined to a degree. Generally, what kind of person do we have in these commuters? You tell me. These are people who go on oath at an American Consulate somewhere in Mexico saying, in their visa application, which is signed under oath, that they are coming to the United States to reside, when actually they do not mean a word of it because they know well that the moment they set foot in the United States territory they turn right back and find a place to live at or near the Mexico-U.S. border in Mexico, if they do not already have one, and then commute to their jobs in the United States. Commuters obviously know that they can simply work for less money than domestic workers, therefore, they immediately set themselves to displacing domestic workers from their jobs in the United States. These displaced workers at border points naturally have to pick up and go somewhere else, perhaps farther into the northern regions of our country, at times flooding the labor market in some points and to a large degree also displacing other local workers, hence you have an unwholesome uprooting of the family social and economic structure of thousands of families throughout the country.

Many people would think that the Mexican American leadership, taking the position it does on the commuter practice, is simply anti-Mexican national, unneighborly and unbrotherly to its own kind. In effect some people conclude that we Mexican Americans simply fail to exercise charity with our brothers to the South, but our answer is that to have a reprehensible situation as a com-

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muter practice right at our doorstep is for the United States government to fail to take care of its own first. It seems to us that you must clean your own house first and then try to set other houses in order. For the U.S. government to cuddle the commuter practice is simply a failure to take care of its own people and therefore a failure to do justice to them, and justice is above charity; hence we Mexican-Americans feel that we have the right to reject the people involved in the commuter practice, even if they are of our own kind, and that we have the right to demand that our government do something about this very serious problem facing Mexican Americans today.

In regard to this whole problem I believe that another problem closely related to it deserves mention here. Recently we were heartened to hear that the U.S. Secretary of Labor would inforce a regulation to the effect that new entries of commuters into the country should not be allowed if commuter workers should be coming to work at a place certified by the Department of Labor as one where a strike or labor dispute is in existence.

There is no question in my mind but that the regulation was well conceived and well meant by the Department of Labor and, in fact, it even scared a number of employers when first announced, but on reflection it really and truly has not disturbed many of the big employers who hire commuters, not even the ones experiencing a labor strike or labor dispute.

It seems that by silence in our Immigration laws, our Immigration & Naturalization Service authorities have come to consider that the commuter practice is sanctioned by our laws, and, in fact, that commuters are given a status even more privileged than ordinary Mexican nationals holding an I–151 card or be it a visa to reside and to work permanently in the U.S. According to the Carpenter Case which arose right here in El Paso, I believe, the U.S. Board of Immigration Appeals allowed this fellow to re-enter the United States as a legal resident with full status even though he had not worked here in the United States for more than a couple of years, simply because he said that he had been ill and therefore not been able to come back to a job. It follows then that anyone securing an I–151, or a visa to reside and work permanently in the U.S., can acquire this dubious commuter status by simply coming to the U.S. and then returning to Mexico. This person can then stay out of the U.S., if he so wishes, for more than six months without fear of losing his full resident status in the U.S. because he can always simply resort to an excuse, such as the one mentioned above. The fact that thousands of commuters or "green carders" cross border points every weekday of their lives to U.S. jobs without any question whatever goes without saying.

Now then, in the case of the situation where the Secretary of Labor has certified a certain business as having a labor strike or labor dispute and therefore not allowing commuter workers to come to work at that place if they were not employed by that place prior to the strike, the problem presented here to those employers who wish to subvert the will of the Secretary of Labor is not difficult. First of all, they can simply have a worker present himself for entry at a border crossing point on the U.S.-Mexico border and simply say that he has not worked at this particular place designated by the Department of Labor. Furthermore, if the commuter should declare that he is coming to work to that particular place the Immigration & Naturalization Service can, admittedly, deny his entry, but then that particular worker can turn around and ask for a hearing on the matter. The employer involved can facilitate one of its better informed men to this particular worker who, after counseling with the commuter worker, can solve the problem easily. The commuter can show up again at the border crossing point and say that he has changed his mind, he simply does not want to enter. Still later he can show up at the same border crossing point and say that he now wishes to enter to work for business *X* instead of business *Y*, the latter of which was the one fingered by the Department of Labor. The Immigration & Naturalization Service then has no alternative but to allow entry to this particular commuter who can circle a few blocks and go work for business *Y*. You might say that the whole problem can be solved by proper and adequate supervision on the part of the Immigration & Naturalization Service, but the fact is that to supervise something like this thoroughly and adequately would take much more manpower than the Immigration & Naturalization Service has or could have.

It is my thought that this particular problem can be solved only by legislation on the part of the Federal government. A statute framed in such form as to revoke the re-entry and residence privilege to commuters could somehow be adopted and effectively enforced at all border crossing points on the Mexico-U.S. border. As I say, if the U.S. government is in effect willing to do something for its Mexican American people, then it can do something in this particular area along the lines suggested here.

Moving along into other problems faced by our people today, I would say that there are many thousands of farm workers today who still face the same plight which our ancestors did, and from the look of things it appears that future generations of Mexican Americans in farm work will be visited with still the same problems. These are, obviously, low wages, long working hours, child labor, lack of legislation which generally protects industrial workers, failure of recognition of farm labor organizations by the National Labor Relations Board, and insufficient and inadequate minimum wage coverage afforded to farm workers.

Much has been said about all of these problems, and therefore one could say that the men in the positions of power in the U.S. Department of Labor are well aware of same, are fairly well informed and in many instances, fortunately, well bent in trying to find some solutions to them. I would think that at the present time we need to focus strongly on the necessity to have the National Labor Relations Board offer recognition and coverage to farm worker unions. Without such recognition it is going to be extremely difficult for farm workers to organize and without farm worker organization you simply can not think or talk about doing social justice to farm workers in our country today.

Also, and very significant, is the question of an adequate and significant minimum wage coverage of the farm worker force. In all fairness one must recognize that there are many well intentioned growers or farmers throughout the country who on their own try to pay a living and reasonable wage which would be comparable to a minimum wage in other work areas, but the fact is that simply too many of our growers are not going to pay an adequate and reasonable wage unless they are forced to do so by proper legislation, hence we need to regiment all growers by the enactment of an all encompassing minimum wage law in agriculture.

Moving on to something else I should like to say that the Mexican American needs better employment opportunities all around. In this regard it is quite true that often language is a handicap to the Mexican American worker. Many of our people simply do not have enough English because of circumstances in their lives and therefore an educational program of teaching more English and proper English not only to the child but to teenagers, and all adults is entirely necessary. The Office of Economic Opportunity headed by its able administrator, Hon. Sargent Shriver, could be a great help in this regard.

Another area which needs the financial help of our Federal government is the need for a more extensive program of vocational education. We badly need more skilled workers in the Mexican American labor force. In many places, even in the Rio Grande Valley of Texas where I come from, you often have the incongruous or anomalous situation where jobs are begging for men and men are begging for jobs. This is ridiculous. We should have enough trained and educated skilled workers to fill the demand for them everywhere.

Another area of problems facing the Mexican American worker is the ugly serpent known as job discrimination. I have often said that job discrimination is the worse kind of discrimination there is. For instance, if Mr. Jones does not want me to belong to his country club, or even if Mr. Smith does not want me to eat in his restaurant, when it is all said and done, I really have my own social circle of friends that I want to go with, and they generally do not belong to the country club, and in regard to a place to eat, I can always walk down the street and buy a meal at some greasy griddle, but when you speak of job discrimination you speak of a force which is destructive of the entire life of the Mexican-American, because job discrimination affects income and, either fortunately or unfortunately, income largely determines the position and nature of family life.

The Mexican-American, not unlike our Negro brothers, is faced not only with the situation where he is not hired because he is a "Mexican", but also where he is fired more easily than his Anglo brother. He is also by-passed in regard to promotions, and then you have the obvious discriminatory situation where you do not have equal pay for an equal job because often you have an Anglo American worker doing the same thing as a fellow Mexican American worker and yet the

Anglo worker is paid more for doing the same job with not any higher skill or quality of work. The Equal Employment Opportunity Commission has a tremendous job to do in this field but I am sure that the U.S. Department of Labor could likewise get into this field by initiating its own watchdog and therby helping solve the problem.

When you speak of problems which the Mexican American worker faces you can go on and on but I realize that I am faced with time limits. Speaking of time I assure you that our people have been waiting for 400 years or better. The patience of even a persevering, noble people, who have learned to sacrifice the hard way has its limits. The government of our United States must do something now. ■

Health, Education and Welfare Hearing

before

THE HONORABLE JOHN W. GARDNER

SECRETARY OF HEALTH, EDUCATION, AND WELFARE

Educational Problems of Mexican Americans

by

DR. JULIAN NAVA
Member, Los Angeles Board of Education

We are meeting at a time when our American society is on trial for not fully practicing what it has preached. Luckily, as defendants, we can have an effect upon the verdict. The purpose behind my testimony is to help decision-makers like you decide upon what course of action the federal government should take in the future. This is no time to complain, but rather to help move ahead. Due to a request that I not confine myself to higher education, I have prepared my remarks as follows:

1. Introduction
2. Remarks on Education in General
3. Remarks on Higher Education
4. Conclusion

I shall be happy to respond to questions or comments you have after this.

Introduction

Despite significant progress by Mexican Americans in years since the Second World War, when compared to the population in general and to other minority groups as well, Mexican Americans are losing ground. Nowhere is this more evident than in the field of education.

All actions we may consider could be divided into two categories: First, those actions that only the Mexican American can do for himself, and second, those things that others can do or help. We are here to talk about the latter. It is my firm belief that federal assistance to this group should produce self-regenerating action in order to have a more lasting effect than a dole or payoff. To bring about momentum for progress, we must give priority to building leadership at all levels within this group. We must force entrenched or indifferent defenders of present privilege to give way before higher national values, and we must also be prepared to take risks like we do in war and space.

Education in General

1. As more and more Mexican Americans move into urban centers, they face the problems of deficient education that characterize urban school districts. The federal government must give impetus to finding ways to spread the base we use to support public education in urban centers. Interstate migrations to cities like Los Angeles place impossible burdens on local tax sources. The Mexican American gets a thinner slice of a smaller pie year after year.

2. Allocations to states or school districts under the various federal programs to help education must be made available on a more flexible basis. Local bodies must sometimes lose federal funds because of conflicting deadlines that hamper budget planning. In order to help the Mexican American child specifically, federal laws and officials must be able to help either the state or local school districts when one of these refuses to cooperate with the other for Mexican American needs. You must maximize the options available to you, as in war. And in some parts of the southwest that is just about what progress resembles.

3. School administrators must be retrained to meet new demands upon them. The National Defense Education Act (Title VI) authorizes institutes for advanced study in twelve areas of specialization to meet the needs of participants for more extensive knowledge of subject matter and for increased competency in the use of new materials. Additional monies should be made available under this Act for advanced study for school administrators in the areas of community relations and the understanding of the special needs of the socially, culturally, and economically disadvan-

taged. Funds should be earmarked to help the Mexican American.

4. Priority should be given to NDEA institutes that would help teaching for groups like the Mexican American. National Defense Education Act Institutes for Advanced Study are using scarce resources on problems of lesser importance. I was a Co-Director of an NDEA Institute in History for two successive years. Our institute was concerned with the "Role of Minority Groups in American History: The Negro and the Mexican American." It was unique for two years in a row, while scores of others dealt with such vital questions as new insights on the French and Indian Wars or the adjustment to industrialism in the Western World.

5. The Education Professions Development Act of June 29, 1967, amended and extended Title V of the Higher Education Act of 1965. Its guidelines may still be flexible enough to help the Mexican American by upgrading education generally. I recommend that the guidelines for this Act specifically state that grants will be available for the training of school administrators and that these projects do not have to be coordinated with programs to improve the qualifications of persons who are serving or are preparing to serve in educational programs in elementary or secondary schools. There is a great need for projects or programs to retrain administrators in the areas of community relations and development of in-service training projects for their specific school situations. To my knowledge there is no Act that provides for the training of school administrators in the area of community relations. This Act would be the proper one for training in community relations.

6. Mexican Americans need to help to escape school segregation. The reasoning that separate facilities are by their nature unequal must be extended more vigorously outside of the South. The Civil Rights Act of 1964 (Title IV, Section 405) should be applied to Mexican American segregation. Under this Act grant awards are made only for those programs dealing with desegregation, as distinguished from regular educational programs of a given school district. Due to greater mobility of the Mexican American, as compared to the Negro, must of the segregation he exemplifies is de facto. Moreover, most of this is self-imposed as a defensive measure. In a school district like Los Angeles (where about 20% of the students K–12 are Spanish-surname, and Negroes comprise another 20%) substantial amounts of money would be needed to meet special costs to implement integration. Almost every means contemplated or used to date to bring about integration costs additional money, such as (a) relocating schools in places that will favor integration, (b) construction of larger schools or educational parks, and, (c) bussing of children. Only the redrawing of school attendance lines avoids major outlays of money for the schools. But gerrymandering for integration merely transfers the costs to the student's family. Many school districts use the shortage of funds as an excuse to stand pat. State legislatures drag their feet, and so only the federal government is in a position to make funds available from legislation such as the Civil Rights Act of 1964 to break down segregation. With respect to the Los Angeles Unified School District (second only to New York in size) we need help rapidly in order to implement a master plan for integration in Fall 1968. The budget for 1968–69 starts to form in mid-November of this year, and is fairly well sketched out by April, based on estimates and prayer. I say this because our State Legislature does not commit funds until mid-summer! Other school districts also face the task of forming a budget *before* their State Legislature tells them just how much the schools will get. Therefore, in order to help us meet some of the added costs of integration, you must be willing and able to move fast. By early November, I trust that the Los Angeles Unified School District will have adopted an explicit policy for a fully integrated school district. If this comes about, will you help us *in time?*

7. Mexican Americans and their schools must be drawn closer toegether. You must establish priorities that will fund programs that bring more teachers and parents together in a learning situation. Parents and community leaders must be taught how to deal with school administrators to get what they want. Time will work against us unless we move more boldly to engage grass-roots Mexican Americans in school politics. The Office of Urban Affairs, in the Los Angeles Schools, does these things, but much remains to be done. In much of the Southwest, the very idea of an Office of Urban Affairs may seem revolutionary or threatening to outmoded school administrators who fear real community involvement in the schools. If necessary, we must pay Mexican American parents to attend sessions where they become involved with schools.

So much for education in general at this point.

Higher Education

1. Mexican Americans need a crash program in higher education. This level of education is not truly more important than primary and secondary, but it does play a unique role that merits close attention. Mexican American leaders will increasingly come from college graduate ranks because a college degree has replaced the high school diploma as a badge of acceptance or a professional union card. Present conditions are sad indeed. In a relatively enlightened location like Los Angeles, very few Mexican Americans attend public colleges, not to mention private ones. At UCLA where some 25,000 students attend, less than 100 were Spanish-surname last year. And yet this group comprises about 20 out of every 100 (20%) young people we might expect to go there. Actual attendance shows that only about four out of every thousand are Spanish-surname at UCLA. This current school year, conditions may be slightly better due to a new program operating with token funds to recruit Mexican American and Negro students. Matters are not much better elsewhere. Setting aside the new efforts underway by states, institutions of higher learning and various private groups for now, what can the Federal government do?

2. Take the initiative. Don't wait for the sick to propose the cure. Federally-funded programs are so complex and communication problems so great that we cannot wait for ideas to come in. Present programs to help higher education do little for the Mexican American because too few of these young people can meet ever higher and more formal standards. As a group, the Mexican American is out of the running for admissions and scholarships because he must compete with the best. There are no million-dollar foundations to help him, nor several score of special schools like Negro colleges to favor him. In view of factors like these, you can instruct key administrators to weigh the special needs of the Mexican American.

3. Guidelines for existing and future programs could include priorities or quotas to meet Mexican American needs in areas such as research, institutes, conferences, scholarships and loans, to cite but a few. Present "objectivity" employed by screening committees for grant proposals usually results in exclusion and insurmountable obstacles for the Mexican American.

4. The Office of Education and related bodies, such as the Inter-Agency Committee for Mexican American Affairs, the Health Education and Welfare Special Advisory Committee on Mexican American Education (Mr. Armando Rodriquez, head), and other related departments of the Federal government should increase the amount of muscle they use in affecting attitudes and policies of colleges and universities. Institutions of higher learning may have to be forced to give attention to the Mexican American.

5. Call together the presidents of institutions within whose service area Mexican Americans constitute a significant number in the population. Do not settle for their errand boys. Point out that in fiscal 1966 alone universities like Stanford received $60 million in federal funds for various programs, UC Berkeley $50 million and UCLA $51 million. In some cases they could use the money as they wish. Other universities are also receiving large amounts of federal funds. Tell them that federal approval of proposals they submit to any agency will be viewed in light of their demonstrated interest in helping all the citizens of their area. (You may read this to mean the Mexican American.) Make it clear to the decisionmakers in colleges and universities that you mean business. I can at minute's notice prepare a draft of the sermon you read to them! The sermon could include suggestions such as the following:

1. Modify admissions policies to admit Mexican American youths who may not meet formal academic standards, but show the necessary potential and motivation to do the work
2. Establish a program to seek out potential college students in public schools to reduce the risks of failure. Help them prepare for college
3. Reflect ethnic composition of the community in student college population as a basic principle of college life
4. Provide necessary—adequate—financial support to permit the student the leisure necessary to overcome initial academic problems
5. Offer tutorial assistance in freshman and sophomore years
6. Provide timely counseling and orientation
7. Seek, train and appoint Mexican American educators for administrative positions in order to draw Mexican American students, inspire them and overcome negative sterotypes
8. Revise curriculum to give proper attention to

Hispano-Mexican contributions to Western Civilization and America—especially for future teachers at all levels

9. Commit the college to an involvement and concern for serving the needs of groups such as the Mexican American. Have the institution show leadership in areas such as research, cooperation with other public bodies, development of new teaching techniques and instructional materials, and the maintenance of a college life that is an organic part of all society around it.

Men like you can help and encourage institutions that have started such action, and you can make others give serious consideration to broadening their definition of public service. It is my conviction that every aspect of college will benefit from such activities.

Conclusion

As long as Mexico and the U.S. share a border, the proximity of Mexico will place the Mexican American in a unique situation when compared with other minority groups in our country. With no vast ocean to separate him from the "old country" and with constant reinforcement of his native culture at every turn, he faces powerful forces that pull him in two directions. And yet his loyalty is unquestionably to the Stars and Stripes. As an enviable military record demonstrates in Vietnam, he is only 11%of the U.S. population, but represents 25% of casualties.

Let us look ahead. The U.S. does not owe the Mexican American anything because of Coronado or Cabeza de Vaca. The Mexican American is important because he is here. Assistance to him should be no less obvious, no less pointed, no less generous than to other groups such as farmers, railroads or oil interests that feel it is their right to claim and receive assistance from public revenues. The ultimate justification for such subsidies must be the general welfare. Gentlemen, help for the Mexican American will benefit all of the other Americans as well. ■

Elementary and Secondary Education

by

EDWARD V. MORENO

President, Association of Mexican American Educators

Most distinguished and honorable Secretary of Health, Education, and Welfare, it is a pleasure to be able to speak to the official who can provide guidance to the Office of Education in the selection of field readers, section heads, and consultants, who can provide direction in the implementation and administration of programs, and most important, who can offer recommendations and technical assistance to Congressional committees in order to write or re-write legislation that will address itself to the needs of the Spanish-speaking peoples of this nation.

No longer can any federal agency or department hide behind a mantle of ignorance or innocence. Nor can they continuously ask what are the problems? What are the needs? Never before have there been available so many studies of facts, figures and statistics. A few sources include:

1. California State Department of Education, *Racial and Ethnic Survey of California Public Schools; Part One: Distribution of Pupils, Fall, 1966*, Sacramento, California, 1967
2. California State Department of Education, *Racial and Ethnic Survey of California Public Schools; Part Two: Distribution of Employees, Fall, 1966*, Sacramento, California, 1967
3. California State Department of Education, *Survey of Mexican American Pupils in the Schools; Their Strengths and Their Needs*, Sacramento, California
4. California State Department of Industrial Relations, Division of Fair Employment Practices, *Californians of Spanish Surname: Population; Employment; Income; Education;* San Francisco, California, May, 1964
5. Colorado Commission On Spanish-Surnamed Citizens, *The Status Of Spanish-Surnamed Citizens In Colorado*, Denver, Colorado, January, 1967
6. Fogel, Walter Mexican-American Study Project—*Advance Report I—Education and Income of Mexican Americans in the Southwest;* The Regents of the University of California, November, 1965
7. Hearings before the Special Subcommittee on Bilingual Education of the Comimttee on Labor and Public Welfare United States Senate Ninetieth Congress, First Session on S. 428, Part I; *Bilingual Education*, Washington, D.C., May 18, 19, 26, 29, and 31, 1967
8. Hearings before the Special Subcommittee on Bilingual Education of the Comimttee on Labor and Public Welfare, United States Senate, Ninetieth Congress, First Session on S. 428, Part II; *Bilingual Education*, Washington, D.C., June 24, and July 21, 1967

Narratives from ESEA Title I and Title III projects—further detail needs and concerns, for example:

1. Mexican American Research Project of the State Department of Education; *Bilingual Education for Mexican American Children;* Marysville, California, October, 1966–June, 1967
2. Stockton Unified School District; *A Demonstration Bilingual Education Project;* Stockton, California, June, 1967

Additional narratives and documentation are certainly available to the Office of Education from a variety of programs, projects, and proposals.

Therefore, I am here today to provide solutions to the problems that face the Office of Education and to insist that the Office of Education (1) offer technical assistance to congressional committees writing educational legislation and (2) assume a leadership role in re-writing guidelines, making recommendations, and advocating and supporting funding to improve the quality of education for the Spanish-speaking people of the Southwest. The Office of Education now must act and not react.

Appreciative and cognizant of previous and current efforts on the federal level, the following statements define and demand your involvement and your committment to our people.

1. Your committment to long-range funding and operation is imperative for permanent, effective, educational programs—ad hoc one year projects and funding are inadequate as you already know. You have our committment to this.

2. The education of the Mexican American child is only one aspect of his total need. Only your committment to long-range comprehensive programs from early childhood through adulthood and including the education of migrant families will produce optimum results. To this we are committed.

3. Only a coordinated integrated multi-agency commitment, by you, will insure maximum performance of services, manpower, and funds and in addition, will render long-range comprehensive programs possible. We will support you in this.

4. Your commitment to flexible implementation with accountability and with final decisions at the state or regional level will meet the diverse needs of this target population. We are committed to this also.

If the Office of Education, and you sir, are sincere and concerned in meeting the needs of the Mexican American population of the Southwest, you must be committed to the preceding statements.

Then our joint commitment—on the part of the Office of Education and the Mexican American communities—will provide competent bilingual and bi-cultural citizens for this nation. This valuable Mexican American citizen has served, and in the future will participate even greater in the affairs of this nation at home and abroad—especially with Spanish-speaking countries.

The potential and resources of both the Anglo and Hispanic communities and the positive values of each will have to be utilized in every area of involvement.

Before meaningful practices in education are listed, the Education Committee of the Pre-White House Conference and the membership of the Association of Mexican American Educators demand that programs funded under federal titles be reviewed with us in light of the following questions. The answers to the following questions will provide your Office with a better understanding of what is being done and will provide the Mexican American community with a better understanding of how they might be able to assist your office and the local school districts.

I. In an effective educational program, the recipients of the program must believe in it. This belief is generated by involving the receipients in the planning and execution of the program. An otherwise effective program, prepared by experts with positive intentions, may fail because the participants do not appreciate the necessity, relevance, or importance of it.

How are the children and their parents being involved in the decisions, policies, and implementation of their educational program?

II. Recipients of a program cannot be brought into it after major plans have been made. They must be involved from the beginning and must continue their involvement.

How *long* have the recipients been involved in the planning of their program?

III. An educational program must be related to recognized needs of the learners involved as they perceive their needs. That program must take into account the assets, attitudes, skills, and personalities of the learners for whom it is intended. It is necessary to specify in detail the characteristics of these learners and to define carefully the population of learners who are the targets of the program.

How relevant is the program to the target population?

IV. It is not enough to provide a program and have children receive it. It is necessary to select children for a program based upon evidence of their need and their possession of prerequisite attitudes and skills. Selection must be carried out by using instruments that unequivocally answer the question of needs and prerequisites.

What evaluative devices are being utilized to determine the selection of participants for the program?

V. An educational program is successful to the extent that its outcome is known. It is essential to state, unambiguously, what the participants are expected to be like after completing the program.

This requires defining the behaviors the child is expected to exhibit after finishing the program.

What are the specific *behavioral* objectives of the program?

VI. There must be clear evidence that the procedures making up the program lead members of the target population to exhibit the desired behaviors after participating in the program. Definitive data that shows that children in the program achieved the expected objectives are essential.

How has the program guaranteed successful attainment of its behavioral objectives?

VII. In some fashion, children must be evaluated after receiving the program to show that they have attained its objectives. Evaluation may involve available tests, specially prepared tests, or specially prepared observational instruments. The *form* is not as important as the *validity* of the evaluation.

What evaluative tools are being utilized to determine the successful performance of the children in the program?

VIII. Recipients of an educational program must be engaged in its planning and execution. In addition, they must participate in evaluating and re-evaluating the program to continue their meaningful contributions to the program's success.

How do the recipients convey to the school their reactions and evaluations of their program?

IX. Once an effective educational program is operating, it will have ramifications for other areas of instruction. The children will now have different needs and capabilities and these differences must be taken into account in future educational experiences.

What meaningful adjustments, changes, or improvements are being made in succeeding levels, grades, or classes to accommodate the successful children of the program?

X. Once an educational program has been demonstrated to be effective, it must be made a regular part of the actual school operation. The planning of the program must include provisions (personnel, resources, materials, financing, etc.) for an implementation phase and not just for the research development phase. It has been assumed that an outstanding program would be implemented by the district. Seldom has an educational agency been capable of taking on the implementation of excellent programs.

How is the educational system incorporating the program as part of its regular services?

XI. Frequently, an effective educational program can be beneficial for children other than the target population. Attempts must be made to determine applicability of a program, starting with a critical review of the program to speculate on its potential for different types of participants.

Would the program be desirable for participants other than this target population? For whom? How?

In listing practices and meaningful actions, several district and community priorities have been considered.

1. Educational programs must focus on early childhood and adults.
2. Educational programs must strengthen communities and extended family structures—bringing resources into the communities and families—thus stemming the exodus of manpower and resources from them.
3. Educational programs must build-in preservice, in-service and post service training for teachers and administrators. Teacher training is crucial but administrator training is more vitally needed.
4. Educational programs must up-grade skills of the para-professionals employed in federally funded projects.
5. Educational programs must accelerate the expansion of bi-cultural and bi-lingual projects throughout the Southwest and the nation.

The succeeding statements include only a *partial list* of meaningful ideas and practices. Each meaningful action must be part of a systematic longitudinal approach to individualizing instruction for Mexican American children, youth, and adults.

Guidelines for federally funded elementary programs concerned with Spanish-speaking children must:

1. Provide a program of in-service training that will develop the potential of the indigenous aide from one occupational level to the next wherever aides are used and provide optimum employment opportunities for indigenous people to serve in their target area as part of the total program.
2. Initiate early childhood classes before entrance age in kindergarten.
3. Include English as a second language specialist teachers in all schools with Spanish-speaking children.

4. Structure maximum parent participation and involvement in all grades.

5. Provide compensation and time from the regular day to permit teachers to attend in-service classes.

6. Provide stipends to community people who are utilized as advisory or resource persons in the schools.

7. Allow time during the regular school day for teachers to visit homes and become involved in the community life.

8. Encourage sensitivity training for teachers and administrators plus information on the cultural and value systems of the Mexican American of the Southwest provided by the Mexican American community.

9. Utilize bi-lingual proficiency tests for proper placement of children, and for adequate adjustments of classes in follow-up programs.

10. Provide for additional bi-lingual classes for grades K–9 for both Spanish and English speaking youngsters.

11. Recommend teaching in the child's own language with transfer to the English language skills in a sequentially designed curriculum. The Spanish program would continue to develop bi-lingual children.

12. Structure counseling and guidance to children and their parents by persons sensitive, concerned, and trained to do so.

13. Insist on maximum participation of a target population in the development of *their* program.

14. Insure in every project, program, or component thereof, that the self concept of the child is paramount.

15. Insist on provision of health and nutritional services to all children.

16. Provide for early childhood programs in child care centers.

17. Recommend extensive use of para-professionals in all grades.

18. Emphasize serving and strengthening the total family structure.

Guidelines for federally funded secondary education programs must:

1. Provide for counseling in a non-school environment by a counselor, and/or, school community coordinator, or a student in school.

2. Design continuous in-service training for administrators, teachers, and counselors during the school day in schools with a high density of Mexican American students.

3. Support with extra compensation the services of master teachers and other resource personnel in schools with large numbers of Mexican American students.

4. Design long-range evaluative instruments to measure specific behavioral objectives in classes serving Mexican American students.

5. Expand tutorial services and extended day study centers in barrios.

6. Conduct action research in the schools throughout the Southwest.

7. Develop on a national level national norms utilizing culture free tests.

8. Increase bi-lingual programs for both the Spanish and English speaking youth of this nation.

9. Provide criteria for investigation and evaluation of teaching materials for children of Mexican American background.

10. Recommend school-community coordinators in every high school in a Mexican American community.

11. Stimulate interest in developing scholarships, loans, and grants to retain adolescents in high school.

12. Encourage apprenticeship programs through vocational education that lead directly to employment upon high school graduation.

13. Provide specific behavioral objectives for each program in order to insure administrative and teacher commitment in the implementation and evaluation.

14. Encourage private industry to set pilot and experimental learning centers in the barrios.

15. Outline post high school and adult education for drop-outs and adults that leads to formation of food, gasoline, and clothing co-ops and self-help-housing.

16. Provide legal aid service for parents to deal with undesirable school conditions.

In conclusion, we request that the Office of Education be committed as the Mexican American communities of the Southwest are committed:

1. To only long range programs
2. To only comprehensive programs
3. To only coordinated integrated multi-agency efforts
4. To only flexible implementation

Moreover, we will ask, and look in federal guidelines, for the reflection of the following questions.

1. How are the children and their parents being involved in the decisions, policies, and implementation of *their* educational program?

2. How *long* have the recipients been involved in the planning of their program?

3. How relevant is the program to the target population?

4. What evaluative devices are being utilized to determine the selection of participants for the program?

5. What are the specific behavioral objectives of the program?

6. How has the program guaranteed successful attainment of its behavioral objectives?

7. What evaluative tools are being utilized to determine the successful performance of the children in the program?

8. How do the recipients convey to the school their reactions and evaluations of their program?

9. What meaningful adjustments, changes, or improvements are being made in succeeding levels, grades, or classes to accommodate the successful children of the program?

10. How is the educational system incorporating the program as part of its regular services?

11. Would the program be desirable for participants other than this target population? For whom? How?

Inclusion of these questions in federal guidelines, by your Office, will demonstrate the degree of involvement and committment to improving the education of the Mexican American child.

Lastly, when the practices outlined previously, are common in the schools of the Southwest, we will know that the Office of Education has fulfilled its duty.

When I return Monday morning to Southern California, I will begin to generate the political pressures that will help both the Office of Education and the Mexican American communities bring about the changes so necessary to improve the education of Spanish-speaking children and adults.

Hopefully, when we meet again in your office in March, of 1968, at a meeting called by legislators from California, many of the solutions, recommendations, and ideas presented here today will be standard operating procedure in the Office of Education. ■

Need To Use HEW Funds To Secure Equal Educational Opportunity for the Mexican American

by

DR. MIGUEL MONTES
Member, California State Board of Education

I appreciate this opportunity to appear before you today on a subject of vital importance to this nation: "Need to use HEW Funds to Secure Equal Educational Opportunity for the Mexican American." Among the multitude of problems facing public education, none (in my opinion) has needed more, yet received less attention than the question of developing realistic and relevant programs for children of Mexican or Hispanic descent. If the American dream of equality is to be realized and if the great society is to be created, we must find a way to develop programs through which an end product of first class citizens will result. Equality of educational opportunity for the Mexican American, it must be noted, necessarily must start with *inequality in favor of the Mexican American*, for the Mexican American is presently among our most disadvantaged citizens. Children are the nation's most precious commodity. To gain and expect positive returns in a commodity requires investment.

The cost of educating a child is a bargain when compared to investment in rehabilitating wasted lives, which are so often the lot of those who are denied the vital opportunity for properly developing their talents.

I have made the above remarks in an attempt to dramatize the urgency for a solution to the problems of enormous magnitude which are created for thousands of our Mexican American youth because of the many chronic disabilities they have accumulated through years of neglect and exclusion from the main stream of American life. In California, a recent ethnic survey conducted by the State Department of Education, showed that there are more than 560,000 children with Spanish surnames in the public schools of California. About 48 percent of all Spanish surname elementary school pupils attend schools which have compensatory education programs. Of all students enrolled in Elementary schools with compensatory education programs, 21.5 percent have Spanish surnames, while in the high schools 13 percent belong to this group. Unfortunately because of the expensive nature of compensatory education programs, only a very small number of these are receiving the special attention which they so desperately need. The cost of these compensatory programs is most frequently borne by E.S.E.A. Title I, P.L. 89–10. Of the 858 California school districts submitting evaluation reports of their Title I programs for FY 1965–66 only 79 reported that they had provided programs in English as a Second Language for the Spanish speaking children. It has become evident that certainly the focus of compensatory programs under E.S.E.A. Title I in California was not necessarily on the special problems of the Mexican American. This is not to say that E.S.E.A. Title I has not given hope and special assistance to those who have not reaped the benefits of education in the past. It does say, however, that because of the small amount appropriated under this Title, it can only begin to provide the needed services for all our disadvantaged groups. The estimated number of disadvantaged children in the nation, based on the 1960 census, was more than 15 million. Yet the amount finally appropriated under E.S.E.A. Title I was barely enough to provide programs for 5½ million of these children. Inadequate as the funds were to meet the special needs of all the disadvantaged children, educators, the nation over, were enthusiastic at the prospect of being able to do more than ever before. This enthusiasm, however, was quickly clouded and confused by the problem of late funding as well as uncertain funding. These problems remain with us. For example, the President's appropriation request for Title I recently approved, is only one-half of the amount authorized by Congress, only half of the amount needed to accomplish what Congress intended when it passed the Elementary and Secondary Education Act of 1965. Even then our educators tell us, they are providing in California for less than one-half of the identified children who are considered to be educationally, socially and economically disadvantaged. The one-half fortunate enough to receive special attention under Title I, are merely getting "a little bit of not enough." In the first year of E.S.E.A. Title I, California received $250 per disadvantaged student as shown in the final calculation. Last year, the amount per student dropped to $180. For the coming year, preliminary estimates show that the per student expenditure may drop even further to $150.

We cannot improve the education of children from the low income Mexican American families or any other disadvantaged group with piecemeal projects . . . a little bit of this and a little bit of that served up with fingers crossed, hoping that when we wake up the next day the problem will have gone away. The danger of reduced appropriations at least in California, necessarily results in a reduction of the number of children who can be served in order that the programs can be maintained at an effective level. The already small number of Mexican Americans in our Title I programs, it is feared, will become even smaller. When one considers that there are approximately two million people with Spanish surnames in California by far the largest single minority and the number is increasing at the rate of 1,000 a day, the problem has become one which no longer can be ignored. Yet the brutal reality clearly shows that the States cannot (or at least have not) finance the special educational programs alone. I hate to think, Sir, that because traditionally this large segment of our population has been the "minority nobody knows" other than being an ever replenishing supply of cheap and docile labor—that Mexican American children will continue to be denied equal educational opportunity in a land of plenty, which has as its goal, aspiration for a great society.

I hope I have made clear the great need for programs with good intentions such as Title I, but more importantly the need for realistic and adequate funding of them.

In 1966, E.S.E.A. Title I was amended by P.L. 89–750 which again brought tremendous promise and hope for educators who have to provide educational programs for children of migrant agricultural workers. In California our best research shows there are in the neighborhood of 80,000 children of school age who answer to the definition of migrants. It was anticipated that to provide minimal programs for these members of an even more forgotten segment of our population a minimal grant from the Federal Government of 12 million dollars would be needed. As it turned out, California received 1.4 million dollars. The State Department of Education implemented a program, nevertheless, under the California Plan for the Education of Migrant Children. The money was stretched to provide supplemental assistance to 66 school districts, and provide services (directly or indirectly) to about one in eight migrant children in the state. May I emphasize at this point that approximately 85 percent of the migrants in California are Mexican American. The statistics clearly show that we in education are faced with a problem which can be solved only with the financial and moral commitment of all.

Automation is decreasing the number of agricultural jobs available to the unskilled farm worker at an increasing rate. For the migratory farm worker who is also Mexican American, this can have extremely serious consequences. The dignity and self-respect which he has enjoyed as a result of his ability to support himself and his family, and which he has passed on to his children, is in grave jeopardy. Only as he is able to obtain the education and training to prepare him for the other kinds of work can he hope to maintain his independent way of life. And only as his children are provided with educational opportunities designed to overcome their initial handicaps can an eventual solution to the problem come.

The scope and gravity of these problems indicate that they can only be solved through the combined efforts of all the people of the Country. More funds provided through HEW and other agencies with national dimensions will be required to help solve the problems of the Mexican Americans among our citizens. Expensive as this initial investment may be, it will still be a bargain when compared to the alternatives of unemployment, public assistance, and despair which will surely result from continued apathy.

We in California are encouraged by the recent passage of Senate Bill 53 which allows a district to offer bilingual instruction when it is educationally advantageous to the child. No longer does a non-English speaking child necessarily have to "sink or swim" in the classrooms of California where he understands little and misunderstands much of what is going on. Yet our enthusiasm for this good piece of legislation is again clouded by the fact that many bilingual qualified teachers will be needed and that the available supply is very limited. Teacher-training programs in colleges and universities have not yet sufficiently addressed themselves to the task of preparing teachers to work successfully with programs which are meaningful and relevant to the education of Mexican American children. I am certain that leadership and funds from the Federal Government would help in this area. We must train a new breed of teacher, sensitive to the many and diverse educational problems of our Mexican American youth.

As evidenced from the above remarks, most of the little we are doing in the area of education for the Mexican American is aimed at treating only one of the many problems which he brings to school and which tend to remain with him for a lifetime.

I will not attempt to describe the multitude of problems other than language facility facing the Mexican American. However, at least five areas have been stated to be causes of his failure; they are:

1. A lack of experiences out of which concepts grow.
2. An inadequate command of the English language which is the language of the instructional program.
3. A lower self-confidence resulting from repeated frustration and failure.
4. An unrealistic curriculum which imposes reading and writing requirements in English before skills in listening and speaking fluency are accomplished.
5. A lack of personnel sensitive to the above.

All of these do in fact exist in our present educational system, with alarming results for our Mexican American students. Recent studies show that only 2 percent of our State College population is of Spanish surname and more alarmingly less than ½ of 1 percent ever receive their B.A. degree. Available information convincingly illustrates that more funds must be made available to provide programs specifically aimed at the target—the Mexican American. In order to make a sufficient impact to bring about the needed social, economic and educational changes in and for the Mexican American child, we must provide a program that attacks all the handicaps caused by his years in economic and social poverty. The program I envision is not just teaching English as a Second Language, or spending a few extra hours on remedial reading or providing a few extra field trips, but it is a program which will meet, in specific ways, the diverse and special needs of our Mexican Americans. We must have sufficient financial resources if the job is to be done.

To this point in my presentation the discussion has centered only in one section of P.L. 89–10, namely Title I. The reason for my concentration in this section is because it presents the largest portion of the HEW funds specifically directed towards increasing the educational opportunity of disadvantaged students of which the Mexican American is the majority in the Southwest. But there are other sources of HEW funds which have a direct bearing on improving the educational opportunity for Mexican Americans. Therefore, I will attempt to suggest how these other HEW funds may be used towards this end. The other areas are: (1) Title II of P.L. 89–10, (2) Title III, (3) Title IV, (4) Title V, (5) Higher Education.

1. Title II of P.L. 89–10 provides for financial assistance to school districts for library resources, textbooks and other instructional material. Within the scope of this section of the act would be the advisability of school districts with high concentration of Mexican American students (10% or more) to purchase textbooks or supplementary material that present the contribution of Mexico and Mexican Americans in the development of this country. Present statewide adopted textbooks neglect the contributions of this minority group, therefore other sources are needed. The necessity of building pride in their heritage and thereby confidence in themselves is essential in the education

of Mexican American students. The role of HEW would be to first convince the local school districts of the benefit such material would have in the education of the Hispanic community. Secondly, HEW should have inventory of all books available at each grade level that could be adopted by each school district. These functions could be performed by the Mexican American unit in the Office of Education.

2. In Title III of the Education Act, the development of supplemental educational centers and services, we have an obvious vehicle in the Southwest to develop significant programs for Mexican American students. For instance, one of six funded Title III projects with emphasis on Mexican Americans is the project in San Diego. It provides a Demonstration Center for development of exemplary programs of English as a Second Language. Information to date indicates to us that this project could help provide to districts throughout the state, basic program plans for meeting the language needs of Mexican American children and youth. Additionally, we are already experiencing positive results in developing materials for English as a Second Language, such as the H–200 materials, which have been developed and tested in cooperation with the University of California at Los Angeles. However, these are only initial efforts and much needs to be done if the thousands of children who have language facility problems are to be helped. It is axiomatic that in order for a person to suceed socially and economically in this country, and thereby become a contributing first class citizen, he must possess a good command of English.

3. Title IV of P.L. 89–10 could make the most significant changes in the present educational picture. The research being conducted by the Regional Laboratories under this Title may shape the classroom and school of the future. Yet if the laboratories are ignoring the most pressing problem in the Southwest, the education of the Spanish speaking child, that new classroom may still leave Juanito outside. Therefore, a continual evaluation of the Southwest Laboratories by the Advisory Committee on Mexican American Education with the help of the Mexican American unit is essential.

4. When we speak of strengthening the Departments of Education of the different Southwestern States under Title V we should speak of strengthening them in the area of leadership on Mexican American education. This can be done by two methods: 1. The development of a consultant or a consultant task force to assist local school districts in developing significant compensatory education for Mexican American students. These consultants could also assist districts in their total educational program dealing with these youngsters. 2. Projects under E.S.E.A. Title V such as the Mexican American Research Project and the Project for Curriculum Development for Adults with Spanish surnames have demonstrated that innovative approaches and techniques in the education of the Mexican American are not only possible, but effective. They have also clearly shown, however, that such programs are expensive, far beyond the financial abilities of local districts.

5. One of the most critical educational needs of the Mexican American community is in the area of higher education. For instance, in the State of California only 2% of the college students are Mexican American while we comprise 12% of the student population in K to 12 grades. The Office of Education can be of tremendous assistance by evaluating NDEA program Title II Student loans. It is obvious that these programs are not reaching the Mexican American student and a method has to be developed to accomplish this. This problem could be pursued further by the Advisory Committee on Mexican American Education and recommendations developed by them. Secondly, it is imperative that the Office of Education recommend to Congress that compensatory funds be utilized by at least one segment of higher education, Junior Colleges. The problem of not only attracting disadvantaged students to college but of retaining them is critical. The urban Junior Colleges in California show a dropout rate of over 50% in the first semester. Therefore, I recommend that a pilot program be developed immediately in various colleges throughout the Southwest to: 1. Attract Mexican American students to colleges. 2. To develop a program of retention with the required supplemental curriculum to see them through the first year. I cannot stress the importance of this problem.

Finally, I would like to discuss with you segregation as it affects equal educational opportunity. HEW funds and programs will not do the job of achieving better education for Mexican Americans if they remain isolated. The segregated but "golden barrier" school is not the answer. Segregated school fosters among Anglo and Mexican Americans damaging attitudes, distorted behavior and misguided beliefs. Even compensatory education will not eliminate the devastating effect of segregation on the aspirations and self image of the minority youngster.

Therefore, what is needed is the development of programs to attack the problem of the Spanish speaking child without isolating him in a program or in schools. We should recognize that compensatory education and desegregation must complement each other in order to reach the goal of equality of educational opportunity for all children, including Mexican Americans.

What is at stake here is not just education of the disadvantaged children but the betterment of all of society through a more educated and productive citizenry.

It is a truism that what our society will be like tomorrow will be determined by our public education system of today. We have a choice. We can provide the needed education for millions of children who traditionally have failed to reap the benefits of our public schools; or continue to pay the higher cost of wasted human resources.

Higher Education

by

Priscilla S. Mares

Education Director, Latin American Educational Foundation

Educational opportunity beyond the high school level is minimal for Spanish-named students from poverty stricken families in Colorado.

There is no doubt about the positive role of education in economic advancement. In most counties in Colorado, over 50 percent and as high as 82 percent of the Spanish-named adults have no more than an 8th grade education. Weld County has one of the lowest income levels for Spanish-named families. According to the 1960 census, Weld County had the lowest median of educational attainment for Spanish-named citizens of the 15 counties with significant Spanish-named populations . . . 6.0 years.

The consensus that a college education is the answer to the blight of poverty must be followed by a new coalition—the joining together of government agencies and our Spanish-named citizens working for the immediate purpose of creating a militancy for higher education. This must be a militancy which goes beyond protest—which goes instead to the specific solution of our problems in this area of "higher learning".

It has been recommended that an expanded program of Government Grants be made available to promising Spanish-named students who are without adequate financial means to attend college. Also, that any plan of financial assistance recognize the factor of distance from home to the institution to adjust for extra travel and living costs.

Much of the unemployment which exists in Colorado is due to the absence of special job skills among many of our Spanish-named citizens. There is a great need for specialized vocational education. Top priority should be given to the establishment of vocational area schools. It is important to recognize that most employers require competence in some skill before accepting an applicant into employment. This is especially true in our group where we must produce "excellent" credentials to compete with the more advantaged.

A realistic approach must be taken in considering the location of the vocational schools so that they will be within distance of our Spanish-named students.

As an example of community involvement in this vital area of education, I would like to use the rest of the time which has been allotted to me this afternoon to tell you about the *Latin American Educational Foundation.*

This "unique" organization was founded in 1949 by a group of Spanish-named community leaders in Denver, Colorado who recognized the need for higher education among students of Spanish ancestry. These dedicated men and women met not only to research—but to *search* for an answer to the problem.

Now in its 18th year, the L.A.E.F. has awarded grants and loans to a total of 568 Spanish-named students from throughout the State of Colorado, with total funds awarded exceeding $100,000.00. The significance of this effort may be noted by a comparison with the total number of Spanish-named college graduates in the State: 1,683 in 1960 according to the census data.

The Foundation has grown immensely since its inception. In the beginning, its main source of income was from door to door canvassing. Assistance was given to students by outright grants as the money became available. Later a Loan Fund was established. Students in their junior and senior years in college are now given loans which they

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pay back to the Foundation with a low rate of interest.

The Foundation's biggest challenge through the years has been to increase the amount of money available to meet the demands of the constantly increasing number of applicants. In most instances, the grants are small in nature to each individual in an effort to spread the money as far as possible so that none of the applicants with immediate needs will be turned away.

The L.A.E.F. does not feel that it has financed anyone's entire education; however, it has helped to overcome immediate financial hurdles when the need was greatest. It has kept many students from dropping out of college during times of financial stress.

In an effort to increase its scholarship assistance, the Foundations sponsors dances, raffles and dinners. Contributions are received from interested citizens in the community and donations are made by private foundations and businesses throughout the State. In the past few years, a system of pledging was developed. Interested citizens were asked to pledge $10.00 annually with an effort being made to subscribe at least 1,000 pledges—thus giving the L.A.E.F. a more solid base from which to operate. We now have approximately 450 pledges.

L.A.E.F. Chapters have been started in other parts of the State—Lafayette, Boulder and Pueblo. A committee is at work now developing new chapters. The Chapters raise funds in their own areas and seek out the most deserving candidates for assistance.

The Latin American Educational Foundation has proved most effective in providing counseling and encouragement to hundreds of high school students of Spanish descent. This service is given through the Scholarship Committee of L.A.E.F. Governmental programs, both State and Federal are called to the attention of the applicant. Several colleges and universities have made scholarships available to the Foundation.

The dream of our Spanish-named leaders in Colorado has become a reality. However, as more and more of our Spanish-named boys and girls graduate from our high schools, we realize that the challenge which lies ahead of us is greater than ever before.

More organizations like L.A.E.F. are needed in every State where there is a large Spanish-named population. Those of you here today—educators, businessmen and leaders in your communities must go back to your homes and shake people out of their apathy. We must stress the importance of our helping one another so that those less fortunate than ourselves may be able to use their God-given abilities to the fullest! ■

Bilingual Education

by

HERCELIA TOSCANO

Consultant, San Antonio Language Research Project

Mr. Ximenes, Members of the Inter-Agency Committee on Mexican American Education, Secretary Gardner:

I am indeed honored, and feel that it is a great privilege to present testimony regarding the importance of Bilingual Education.

For many years I have taught Mexican American children, and it has always been my contention that the best way to approach their educational needs is through their vernacular.

Many times I have found myself in situations necessary to speak to the Spanish-speaking child in his own language in order to communicate. Yet he was expected to speak nothing but English when he entered school. Take away the means of communication from a child, and you take away everything from him. Upon finding out that they could not speak Spanish in school and knowing no other language, some of these children crawl into a shell of their own and sometimes they never come out. Later on they are called retarded or non-achievers.

In the fall of 1964 the San Antonio Language Research Project * under the direction of Dr. Thomas D. Horn was initiated in several pilot classes in the San Antonio Independent School District.

It was my good fortune to teach a project class, and my dream to teach Spanish to Mexican American first graders came true.

This particular project was specifically planned and developed for the economically deprived Spanish-speaking student.

Soon after its inception it began to show some good results. Completely structured and progressive in scope, it emphasizes language improvement in both Spanish and English, moving into situations where the words being learned are useful and purposeful.

For the child of a non-English language background, systematic instruction in his mother tongue will enhance his self-image, it will enable him to experience greater success in conceptualizing and learning, it will increase his capacity to learn English as a second language and ultimately he will become completely bilingual.

As a consultant in the San Antonio Language Research bilingual program last year and at the present time, I can see the progress most of these Mexican Americans are making in school. You can almost see them blossom like a flower. Those who have reached the fourth grade in project classes are becoming completely bilingual and they are proud of it.

I did not say all are making progress. There are those who need more than a bilingual education. They may need food, or medication or warm clothes to be able to learn. I do stress this need, because I see it every day as I visit one class after another. I see children who are listless or restless. Some are in need of better clothes and some show signs of malnutrition. How can we expect these children to learn especially if they are hungry?

Furthermore I stress the need of more parental involvement in our bilingual programs. The schools cannot always accomplish all their goals alone. We need the cooperation of the parents. Many parents must be made aware of the educational needs of their children. So often the parents of these children are unable to visit the schools. We need bilingual counselors or consultants who can visit the parents and discuss the educational problems of their children. Once the parents are aware that the schools are interested in their children, they will take more interest in sending them to school regularly and helping with their educational problems.

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*Dr. Thomas D. Horn, Chairman of the Department of Curriculum and Instruction is director of the University of Texas—San Antonio Language Research Project.

Bilingual education is an endeavor which requires the skill, talent, energy and understanding of the teacher. It is my recommendation that more teacher training programs and institutes be established for the express purpose of teaching bilingualism to Mexican American children.

The N.D.E.A. Institutes for Disadvantaged-Spanish-Speaking-Children in the University of Texas have been of tremendous value for teachers in bilingual programs.

The Southwest Educational Development Laboratory held such an institute for teachers in San Antonio, Texas last summer. Now it is disseminating the Horn Project in the first and second grades of the San Antonio Independent School District project schools. These teachers are experiencing great success whether they are teaching bilingual classes or English as a second language.

Speaking for the success of bilingual education is the fact that principals have realized its value and have added more project classes in their schools.

Academic success for Spanish-speaking students can be achieved through good bilingual programs based on solid research and through a system that reflects success.

If we are to develop the full potential of the Mexican American child we must have bilangual programs with adequate funding over an extended period of time, an expanded well-trained staff, deemed necessary for successful teaching and more parental involvement. ■

Bilingualism in Education

by

NICK E. GARZA
Principal, J. T. Brackenridge Elementary School

Mr. Ximenes, Members of the Inter-Agency Committee on Mexican American Education, Secretary Gardner:

It is my privilege to be here with you to give testimony regarding the importance and need of Bilingualism in Education.

Literacy in two languages can be a tremendous asset, especially, in the Southwestern States where a large majority of the population is composed of Mexican American citizens. We are not taking full advantage of instructing children bilingually, since teaching curricula policies typically advocate instruction only in English, a language foreign to many of the students presently in school who are reared only in the mother tongue that parents have been able to provide, Spanish. The immediate problem is evident, the child cannot understand enough to communicate the experiences of the classroom, and therefore, loses interest in his endeavors, lags behind, and quickly becomes a potential drop-out.

The need for bilingual education is a well established fact, as indicated by the success of conferences such as the Tucson-NEA Survey On The Teaching of Spanish to the Spanish-Speaking, The Mexican American Conference on Education in San Antonio, the Denver Conference, and the present enthusiasm in bilingual legislation before Congress. We need not re-hash the need, it has been most evident for some time.

Teaching bi-lingualism in the Southwest is recommended and urgently needed. The scope and magnitude of this undertaking will not be easy by any stretch of the imagination, nor will it be completed from one day to the next. It must be a continuous effort on the part of teachers, administrators and citizens who value equal opportunities for all children, and who are interested in the development of individuals to their highest potential. It would serve to capture the innate, untapped capabilities of the Mexican American, and very likely, enhance the contributions he can make to the society in which he lives.

Some work has been accomplished in this area. More needs to be implemented as soon as possible. Significant progress has been achieved in various parts of the country, with particular note to some cities in the five Southwestern States. In San Antonio, Texas, the Horn Project* has taken the initiative in the teaching of bilingualism and has proved to be very successful. This project has been a cooperative effort on the part of The University of Texas and The San Antonio Independent School District, and has received funding from The U.S. Office of Education. New York City Schools as well as others, have indicated they will use the techniques of the San Antonio Language Research Project.

From its rank beginning in the fall of 1964, this project has grown to 111 classes in eight elementary schools, and is providing bilingual instruction for approximately 3,330 children in grades 1 to 4. It has received the cooperation and acceptance of teachers, principals and administrative officials as well. Most important, it has brought confidence and poise to many youngsters who have demonstrated their eagerness of expression, with words and vocabulary which has provided for them a means of "communicating" with others for the first time. The learning process is most evident in the project children who have participated in this program. The shyness, withdrawal and lack of confidence has been replaced by alertness and the willingness to "take part." San Antonio is one example, I know of several other cities who have excellent bilingual programs in their schools.

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*Thomas De Horn, Director, UT–SA Language Research Project, entering the fourth year in operation.

At this juncture, I deem it necessary to establish guidelines for teachers in bilingual education. "Bilingual teachers for bilingual children" is an adage frequently used by educators and resource people as well. In essence, this may very well prove to be the answer in teaching non-English speakers a second language. The teacher must possess a keen awareness of the cultural background, the environment, and have a sympathetic understanding of the problems of the children he teaches. Since teaching is performed in both Spanish and English, he must know both languages well. At times, he may find it necessary to teach through the "mother tongue" first and quickly follow with the second language. This method has helped the non-English speaking student, for it has shown him that his mother tongue is important too, and above all, that it is used and respected.

In addition, the bilingual teacher must apply the two languages in various subject matter areas. He must teach children a keen awareness of their importance as individuals and of the contributions they can make in the home, school, and the community. Further, he must encourage children to learn more about themselves, their family, and the society in which they live. The better image of self-concept may well be followed by subject matter areas to include social studies activities, science, and others as they can be fruitfully developed in the learning experiences.

As an educator, I strongly see the need and the demand for bilingual education in the schools of the Southwest. Only in this manner can we ever hope to achieve the full and potential contributions of the second largest minority group in these United States, the Mexican American, who seeks only the opportunity to help keep our country second to none.

To the members of the Inter-Agency Committee, I make the following recommendations and necessary demands!

1. Help us to make Bilingual Education a reality as soon as possible.
2. Evaluate the good bilingual programs now in operation, and promote full funding to see them through.
3. Establish more teachers' institutes in bilingual education, and encourage more participation by Mexican Americans, who have a natural reservoir of talents in this field.
4. Create an atmosphere where the concept of bilingualism is realized in full.
5. Provide educators and children with materials, books, films, etc., whenever the concept of two cultures is advantageous to our nation, the southwest, and above all, our children.
6. Amend laws which permit teaching only in English.

The bi-cultural Southwest needs bilingual education! I urge and encourage all citizens to employ whatever methods necessary to achive this goal. The unity of two great cultures will foster, and indeed, make stronger ties between our citizens. Together, we can share the welfare of this great United States of America! ■

Adult Illiteracy

by

A. R. Ramirez

Assistant Director, Valley Association for Superior Education, Edinburg, Texas

The rate of illiteracy among Americans of Mexican ancestry is unusually high as a result of one or a combination of the following factors:

1. Immigration laws which permit a constant flow of new citizens unable to speak, read or write the English language;
2. Inadequate instruction of non-English speaking school children due to untrained teachers, inappropriate methods and materials, and sometimes, to discriminatory practices;
3. Limited educational aspirations of this population which are often a result of frustration brought about by repeated failures at impossible tasks imposed by the school;
4. Limited opportunities for adults to get a second chance to achieve literacy.

A change in immigration laws may not be in the national interest, and in any case, this in itself would not help raise the educational level of individuals already residing in this country. Any permanent solution lies in the improvement of educational opportunities for both children and adults rather than in the control of the growth of this population group.

The typical life cycle of the undereducated Mexican American develops in the manner:

1. He is reared in an humble home, in a large family. Spanish is the only language spoken and it is seldom read or written in the home.
2. He lives in a Spanish speaking neighborhood and at age 6 attends a neighborhood school where all of the pupils come from Spanish-speaking homes. His daily schedule, his books, his tests, his entire school life is patterned after that of his English-speaking counterparts in the school across town. Academic failure—the repeating of grades or retentions—and eventual dropout constitutes the school record of at least 75% of these youngsters. The school has not helped him achieve literacy in his native language and has insisted that he learn to read English before he speaks it well. At best, he leaves school without marketable skills and with only a slight knowledge of English.
3. He marries a fellow drop-out at an early age. They have several children and the cycle begins anew for each of his children.

This cycle can be broken in the public schools. Better still, it can be broken through a comprehensive program of family education in combination with improvements in public education.

First, the agency with the responsibility for the education of citizens beyond the public school age must be determined. School districts are reluctant to assume responsibility. Institutions of higher education do not indicate willingness to accept the assignment. If neither local nor state educational agencies willingly provide the funds, organization, and leadership required, perhaps a federal system is needed. We have federal law enforcement, federal employment assistance, federal mail service, federal agricultural assistance, federal housing assistance—why not a federal educational system for needs not being met by local and state governments?

Probably the most desirable arrangement is one of a cooperative endeavor involving the three levels of government, but there are local authorities all across the Southwest who are not ready to accept this challenge. If all local districts had met their obligations in the past, we would have no need for federal aid—and we would not be meeting here to discuss ways in which to solve the educational problems of one segment of our population. This may also be the opportune time to state that no blanket indictment is intended by these general statements. There is ample evidence that many of our school boards are committed to quality education for all citizens.

In referring to the life patterns of the non-English speaking individual, the question of adequacy of instruction was mentioned. Regardless of the sponsorship of adult schools, this problem of instructional methods will still have to be resolved. Materials and methods currently employed in literacy classes in my state are those developed for illiterate English speakers. There are no guides for teachers, no adequate training of teachers, no texts for teaching English as a second language—hardly any consideration given to the special needs of the Spanish-speaking adult student. This is exactly the same deficiency noted in our public schools. How can we convince our educators of the fundamental premise that no meaningful instruction in reading and writing can take place until the learner has mastered orally the material he is expected to read and write? Until this gets across we are going to be stumbling around and creating unnecessary confusion and discouragement. We need to give these learners a series of successful experiences and we cannot do it with the methods and materials we have been using.

We should consider the possibility of providing Spanish literacy instruction as part of the adult program. For beginning students, part of the evening would be devoted to reading and writing Spanish and the rest of the time, perhaps three-fourths, to oral English instruction. By the time the students are ready to begin reading English they will have acquired skills that will enable them to read *Life*, *Popular Mechanics*, *Readers Digest*, and other English language periodicals translated into Spanish, as well as newspapers and books also readily available along the Mexican border. Furthermore, most of the mysteries of the reading process will have been cleared up, and the pattern of failures reversed.

While he is achieving literacy in Spanish, the adult learner is taught the sound system and the grammar of English through example and through extensive practice. Teachers need special training in this type of instruction. They need guides, illustrations, and tapes—both for Spanish literacy classes and for the oral English instruction.

Odd as it may seem, the United States government has done more to help citizens of other countries learn English in their own lands than it has done for non-English-speaking American citizens in this country. We know that there are texts and tapes and teacher training programs available through the State Department for overseas use. Why can't these materials be made available to our teachers and students of English?

Above all, we need a planned program that will be adequately financed for several years and that will be broad enough to take into consideration the factors working against us. Evening classes are inevitable, but, in a way, desirable. Classrooms and teachers are easier to contract for night classes. All members of the family are available for instruction at that time of the day.

It would be possible to have child care and kindergarten activities for the children below school age, study and enrichment activities (perhaps Spanish literacy classes) for those of school age, and a full adult education program for the parents. The enthusiasm that can be generated for learning under such a schedule can be of inestimable value in changing the levels of aspiration of our under-educated citizens.

Several teachers of Mexican American adult basic education classes were asked to make recommendations and suggestions for presentation at these hearings. There was unanimous concern about materials, both for students and teachers. One group of teachers asked for research findings on the suitability of various instructional materials for classes of Spanish-speaking adults and for the selection of materials on this basis. They also suggested that the number of class hours, now set at 120, be increased in order to progress more rapidly.

Now for a final suggestion. In order to limit the chances of failure, let us have the materials on hand, the teachers trained, the funds assured, the facilities contracted, and the maximium enrollment determined BEFORE we seek students. Then let us establish enforceable policies concerning age, family size, residence, attendance, etc., that the father will accept for himself and his dependents. Then let us enroll families, teach them, and keep teaching them until they achieve independence as literate bilinguals and as self-sufficient participating citizens. ■

Current Problems in Mental and Public Health Services as Related to Mexican Americans

by

FAUSTINA SOLIS
Public Health Specialist, Berkeley, California

In the orginal plan for the White House Conference on Mexican American Affairs, health was given minimal consideration. This is not unusual since generally health has been relegated low priority in community planning. Moreso, this is true in the consideration of services for the Mexican American population.

The following presentation represents the work of Mexican American health workers in California who are currently intimately acquainted through their employment with mental health and public health needs of the Mexican American population in that state. Although these remarks are in reference to California, we feel that the degree of health needs in other Southwestern states may be as prominent, if not moreso. We also agree that unless we can project a forward vision to encompass the development of programs which will upgrade the health status of the Mexican American population throughout the Southwest, a single state program alone cannot suffice.

We believe that optimal health is a right of the people, not a special privilege. Health as interpreted in this presentation does not refer to the absence of disease alone but to the state of total well-being that assures the individual the ability to function productively in his social, economic and cultural environment. Some of us would undoubtedly state that gainful employment, better housing and adequate income alone would resolve major health needs of the population. However, we already have an inordinate amount of chronic disorders both mental and physical. It cannot be assumed that these conditions would be easily dissipated.

The continuing mobility of the Mexican and the Mexican American in the Southwest also presents another unique factor to consider. The well being of the individual within the community is not the responsibility alone of the health specialists but also the responsibility of all social agencies whose function is service to people.

A significant contributing factor to the inappropriate and insufficient health coverage of the Mexican American has been the inadequate statistical data to determine morbidity and mortality rates of this segment of the population statewide. Since no base line data is available except through census tract figures in some areas, assessment of need, appropriateness of service, an evaluation of utilization of services become a supposition and not documented evidence. It becomes expedient to base needs and recommendations on impressions gained through experience and in some cases isolated studies.

In recent years with the upsurge of numerous educational training and health programs, the provision of health screening services and treatment services has uncovered layers of health problems in the Mexican American population—dental care, tuberculosis detection and control, alcoholism, need for family planning, preventive mental health and general health services for pre-schoolers and adolescents.

The promotion of preventive and curative health services in the Mexican American population becomes fraught with frustrations due to the gross lack of facilities, as well as unimaginative and insensitive patterns of delivering services. The population itself has placed health low in their assessment of needs, particularly those families in categories of low income or medical indigency status. Their preoccupation with meeting the basic needs for survival has not allowed them time nor money to seek both preventive and curative health services. Their approach to service, then, takes place only in times of crisis or emergency.

The two basic elements in any program are availability and accessibility of the service to the population. In this regard, the following are the most glaring deficiencies and constitute major problems:

(1) Excessive costs of health care (including medication) particularly in chronic illnesses such as neurological afflictions, psychiatric disorders, chronic disabling conditions and mental retardation.

Recent cutbacks in Medi-Cal coverage (Title XIX) have compounded problems of health care to individuals who for the first time had begun to make use of much needed health care. However, even without the cutbacks, a significant percentage of the low-income Mexican American population could not be certified for services because they could not satisfy the "category-linked" requirements, even though their income level could classify them as indigents.

(2) Insufficient medical and dental services, and in some areas the complete absence of such services.

(3) Lack of physical facilities and programs for the retarded; schools in all age groupings, sheltered workshops, training programs. In medical and psychiatric disorders, transition institutions such as convalescent homes, half-way houses and foster homes to assure a more effective recovery and return to the community.

(4) Acute shortage of bilingual health manpower and critical maldistribution of professional services.

(5) Traditional and ineffective patterns of delivery which result in poor utilization of services such as:

a. Health services offered during limited day time hours. This imposes hardships on working families who cannot relinquish salary earnings or endanger loss of their jobs for health care.

b. Geographic inaccessibility—health centers are remotely situated from the population. Arrangements for child care, transportation and interpreters pose such obstacles that even a "free" service becomes prohibitively expensive.

c. Psychological barriers to service. The hostile, indifferent or impatient reception and treatment of patients by staff in some centers result in the Mexican American family avoiding services rather than seeking them. Undue emphasis is placed on motivating the Mexican American to use established systems of health care rather than tailoring the system to incorporate the patient's structure of values to enable a more satisfactory use of service.

d. Minimal effort is made to inform the Mexican American community of the scope of existing services and procedures required to use them. This is particularly evident in programs of mental health, mental retardation, family planning, communicable disease control, preventive programs of chronic disease such as diabetes, cancer, cardiovascular diseases; and also relates to all levels of rehabilitative service. This implies need for increased health education and community organization.

e. Fragmentation of all health services—preventive and curative, mental health, public health and private medical care which results in poor assessment of quality and quantity.

Recommendations

In an effort to ameliorate the gross lack and gaps in health services to the Mexican American population, we submit the following recommendations which imply additional deficiencies.

Health Assessments

(1) Institute a program to assess the health needs of Mexican Americans through documentation of morbidity and mortality rates in the Mexican American population.

(2) Resume collection of health data nationwide through ethnic group classification for purposes of measuring incidence of disease as well as degree of utilization of existing services.

Services

(1) Elimination of state and local residence requirements in all health programs which include federal funds.

(2) Federal appropriations must continue to assist states in providing basic health care (i.e., medical services, hospitalization, mental health services, and dental care) to the low-income population unable to purchase these services and ineligible for services under existing programs.

(3) Provide a mechanism of review on the federal level by which implementation of P.L. 89–749 (Comprehensive Health Planning Act) will include representation of the Mexican American community and assessment of their specific needs; otherwise, planning will be done as always—isolated from reality.

(4) Appropriate special funds for the development of programs in critical need areas designed particularly for the Mexican American consumer. For example, existing alcoholic rehabilitation programs have not succeeded in reaching the Mexican American alcoholic because they are established on the basis of cultural values for the general population. Comprehensive Spanish-English educational informational programs related to drug abuse and narcotics for parents and youths is also of major importance.

The limited number of mental health specialists who qualify for working in a Mexican American community prevents the utilization of federal funds where assistance is most urgently needed. For example, the Mexican American community cannot take advantage of the Community Mental Health Act of 1963 for two reasons:

a. Paucity of bilingual specialists in the fields of mental health and mental retardation.
b. The generally impoverished status of the Mexican American community would make it impossible to subsidize adequate staffing of such centers.

(5) Establish within the Mexican American community small psychiatric hospitals for short-term hospitalization and day or night hospitalization.

(6) Mobile teams of mental health specialists and health educators to provide service in rural or isolated communities.

(7) Establish increased public health services through chronic disease control services and curative services in health departments.

(8) Develop as a component in federal grant programs an "outreach" service to insure a systematic rather than an accidental system of casefinding or early detection of diseases. In addition, more aggressive outreach to the newcomer is needed in port of entry areas.

(9) Through USPHS, NIMH, NIH, Children's Bureau and other appropriate agencies, develop intensive community education programs in Spanish to be promoted via mass media—TV, radio and the press—in an effort to teach preventive concepts in mental health and general health, and inform population of existing services.

(10) Development of comprehensive plan which will integrate and coordinate the appropriations of federal funds. Allocations for health services are made to various state agencies to provide services to the same population with no coordination and with no unification of resources enforced which result in chaotic, incomplete and fragmented services. We recognize that the reason for this is that delegate agencies may not be assuming the charge of their responsibility; however, unless the coordination of programming and funding is accomplished on the federal level, programs will not be implemented effectively on the state and local level.

(11) Development of new programs and extension of ongoing public health services as directed to migratory population, such as the continuation of the Migrant Health Program which expires June 1968. The expiration of this project will virtually eliminate medical care for the migrant except for emergencies.

Every effort should be made, however, to institute an ongoing program of rural health services and not limit the services to migrants since the resident populations experience the very same social and economic deprivations.

(12) Initiate active comprehensive health services along the border through the intervention of Pan American Sanitary Bureau and U.S.-Mexico Border Public Health Association. Greater surveillance on the health needs of the "green card holder" should be implemented.

Recruitment and Training

(1) Establish a program of stipends and scholarships to recruit and train Mexican-American bilingual health professionals to meet the shortage of manpower.

(2) In federally funded projects serving primarily the Mexican American, incorporate standards for in-service training of health professionals to include understanding of the cultural (sociological) factors pertaining to the Mexican American group.

(3) Provide funds to develop field placement programs within professional training schools designed to place health professional students in neglected rural and urban areas.

New Careers

(1) Appropriate funds for recruitment, training and placement of bilingual health workers who are not professionals but would be assured of opportunities for upward mobility in status and achievement. Projects should include training-supervisory personnel as well as a program of uniform core curriculum and specialized curriculum. This would insure the possibility of building a resource of manpower available to several health agencies as well as allowing the worker the freedom of mobility in his selection of employment.

(2) Offer special grants to high schools and undergraduate educational programs to encourage through special programming the assignment of students for special "work-orientation" programs in health agencies in order to foster recruitment in the health fields.

(3) Incorporate health advocates or family agents as a way of utilizing professional and grass roots community organizers increasingly.

Training Centers

If foundation funds are not available, public funds should be directed to establish special training centers on a regional basis for non-Spanish speaking professionals for purposes of orienting them for work in high Mexican American density areas. These centers would include in addition to the history of the population, a special emphasis on cultural, psycho-social, and economic characteristics of the group. Intensive training in Spanish would be included, as well as community relations and community organization concepts and skills.

Housing and Sanitation

A major health problem in Mexican American low income communities is dilapidated and substandard dwellings. Substandard living conditions constitute a hazard to health and a breeding ground for all manner of disease. Medical care alone cannot correct the living conditions which promote illness. It is recommended that the Department of Housing and other appropriate federal agencies assume responsible leadership by coordinating their efforts to develop a workable plan to provide safe housing, potable water supplies, and proper sewage disposal plants in those areas where obtaining these services are beyond the economic feasibility of the population, particularly those who reside in unincorporated areas.

These recommendations are derived from experiences which have been documented by health professionals as well as impressions elicited from the population. Unlike the problems of the general population who certainly also have difficulty in availing themselves of services, the Mexican Americans in the low-income category have additional disadvantages. The circumstances which prevent their achieving social compatibility with the mainstream of community life are also the forces which isolate them from the sources of health care. The concepts of social and health assistance, through preventive and therapeutic mechanisms, are not always understandable to them on a purely "educational" basis. For them, there is no more meaningful tool of education than service itself.

There are many questions being raised by health professionals today; questions related to gaps in services, to their own traditional functions, the roles that have been assigned to them, the scope of services which need to be provided. If we are to acknowledge that we live in a changing society and presently have a more sensitive awareness of the needs of the community, we cannot expect that "more of the same" will continue to meet the needs. Ahead of us lies a whole new era for the training of additional, possibly new kinds of, health technicians to augment existing health manpower. Functions of existing professionals may be enlarged or new specialties may develop. More cooperative endeavors among professional disciplines and health and non-health agencies are most essential to insure development and increase the quality and quantity of health care.

Throughout the Southwest, a limited number of health professionals of Mexican American descent are serving in geographic areas of high concentration of Spanish speaking people. They know the urgency for better and more effective health services. Their jobs are not easy and often-times disheartening but they have made a commitment to their fields of endeavor. It is due to their commitment that the health plight of the Mexican American has been presented today.

California Health Committee

Mr. Joe Carlos, Los Angeles
Dr. Waldo Dunbar, Los Angeles
Mr. Santiago Madril, Los Angeles
Dr. Carlos Martinez, San Francisco
Mr. Armando Morales, Los Angeles
Dr. Marilyn Murphy, Los Angeles
Mr. John Serrano, Los Angeles
Miss Faustina Solis, Berkeley ■

Welfare—Crime and Delinquency Problems

by

JUAN D. ACEVEDO

Assistant Director, Boyle Heights Narcotics Prevention Project

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This paper is the result of my having served eight years as a member of the California Youth Authority and of my attendance at countless seminars and conferences throughout the United States and of lay discussions with the other members of the other California Boards and many other Parole and Probation officers.

The Pre-White House Conference at Camp Hess Kramer brought together the Mexican American men engaged in the field of corrections and law enforcement on October 6–8. Their recommendations follow:

1. That the Office of Economic Opportunity under Sargent Shriver continue to handle all poverty, manpower and community action programs—all other Departments have shown very little desire to come to grips with community problems.

2. That a Mexican American be appointed by the President to the U.S. Parole Board. That the President appoint the best qualified Mexican American in the Southwest regardless of the fact that there may be an appointee from another ethnic group from the same state already on the Board. The Mexican American is there to serve not only his own state, but the whole Mexican American population.

The reason for the appointment is that from 20 to 35% of all the crime in the Southwestern States committed is either by Mexicans or Mexican Americans, many of whom speak no English. It is only just that they be represented on the U.S. Parole Board by a bilingual Mexican American who understands their particular problems.

3. The U.S. Prison system be regionalized in order to allow parents, wives, husbands and relatives to visit the inmates. Inmates should be close to home in order to foster family ties and thus make rehabilitation easier.

4. The U.S. prison system should be modernized and prevention and parole programs be included to cut down time spent under close custody, except for the dangerous offender.

5. That more Mexican Americans be employed at all levels in the U.S. Prison and Parole system.

(The second part of this presentation deals with problems of narcotics.)

In the area of narcotics, besides the experience mentioned before, I speak as Assistant Director of the Boyle Heights Narcotics Prevention Project—a federally funded project under Office of Economic Opportunity and the Economic Youth Opportunity Agency.

1. Legislation must be introduced to remove marihuana from the hard-narcotics. Nobody has yet proved that marihuana is more dangerous than liquor and it is not addictive. The long terms now given for its use and sale, particularly affect Mexican Americans, since they constitute about 50% of the offenders in California and other Southwestern States.

2. Immigration laws must be modified in relation to narcotics offenses. Deportation for some narcotics offenses is too harsh a punishment and usually causes undue hardship to the innocent family of the offender.

The Boyle Heights Narcotic Prevention Project has only been in effect since August 1, 1967. Yet, already several important facts are apparent.

The hardest problem and the most important that an addict faces is kicking the habit. Mexican American addicts shun the regular agency-run or government-run de-toxification centers. They prefer the homes of other addicts with maybe a physician being available by phone in case of an emergency. Addicts don't mind kicking cold turkey under these conditions.

We recommend that neighborhood detoxification facilities be funded instead of agency facilities in order to insure larger participation of Mexican American addicts in prevention projects.

The heart of the Boyle Heights project is the Symposium—an organization similar to Alcoholics Anonymous.

We recommend that funds be made available to the Symposium, so that it can expand—other chapters should be organized so that more addicts can help themselves.

Finding employment for addicts is almost impossible. They are very difficult to place. We recommend that special efforts be made by employment agencies to place these addicts.

The answer to the use of heroin is surveilance; the addict must be watched—day and night over two or three or sometimes up to five years.

We recommend that the present experiment and pilot projects be made permanent under Health and Welfare Department funds in order to insure prevention of addiction.

Addicts are the most persecuted by police and law enforcement officers of all the law violators. They are often booked for marks although the marks are old ones. It is very expensive to post bail and hire attorneys every time they are booked.

It is recommended that money for bail and for attorneys fees be part of a special fund in every federal program involving addicts and that legal services for criminal cases be part of the programs.

Addicts have no credit. It is hard for them to buy cars, furniture, homes or even clothes like other Americans.

It is recommended that credit unions of a special type to meet their needs be part of any narcotics program. ■

Social Security

by

Ed Idar, Jr.
Attorney, San Angelo, Texas

I welcome this opportunity to testify at the Cabinet Committee Hearing on Mexican American Affairs. At the outset let me express my appreciation to Commissioner Ximenes and to Dr. Robert C. Hayden for their assistance in helping me obtain significant data for this presentation. The same applies to Mr. Ted Moellering and Mr. Jimmie G. Keen of the San Angelo District Office of the Social Security Administration. Above all, however, I am grateful to President Johnson, for it was he who charged Commissioner Ximenes and this Committee with the task of coming up with workable solutions to the problems besetting the Mexican American population.

My remarks on Social Security are based upon experience as a practicing attorney and deal mostly with administrative practices as they affect claimants under the various social welfare programs administered by the Social Security Administration and the Texas Department of Public Welfare. My practice is a plaintiff's practice. This is, I represent, by and large, little people—wage earners, small businessmen, people of moderate means. Professionally I have yet to set up my first corporation. I do no oil and gas work and have little to do with estates and trusts—my clients do not have to worry unduly about what they can't take with them. Yet, while I have a general practice which deals with many of the problems of the poor, I do not particularly encourage claimants for old age assistance, unemployment compensation, aid to dependent children and others along this line to seek my services. You ask me why? The answer to this is the first major point in this presentation.

The reason is Section 32 of Article 695c of the Texas Civil Statutes, coupled with Article 1720a of the Penal Code of the State of Texas. Section 32 of Article 695c which is the Texas Public Welfare Act of 1941, as amended, provides that no attorney at law, or attorney in fact, or any other person, firm or corporation can charge more than $10 for services in representing any applicant or recipient of assistance to the aged, to the needy blind, or to any needy dependent child, or for any child welfare service with respect to any application before the State Department of Public Welfare. The penalty for violation of this section, as provided by Section 34 of the same act, is a misdemeanor punishable by a fine of not more than $100, or imprisonment for not less than 6 months or more than 2 years, or both. Article 1720a of the Penal Code forbids the same practice—that is, charging more than a $10 fee—as Section 32 of Article 695c but makes the offense a felony rather than a misdemeanor which is punishable by confinement in the county jail for not less than 30 days and not more than 1 year or confinement in the State Penitentiary for not less than 1 nor more than 5 years. Article 1720a also gives the Attorney General of Texas authority to bring civil suits to enforce the Act and to enjoin the violation thereof with the venue for such suits being laid in Travis County.

With these statutes in mind, I wondered if other attorneys felt as I did, and if I had been uncharitable in discouraging this type of practice. I was curious to see how much litigation had taken place in connection with Article 695c—for that would indicate the extent of the Bar's participation in the interpretation of the Act by the courts. So I checked the annotations under Article 695c down through the May, 1967 paper supplement to the statutes. I found that of a grand total of 51 annotations, not including a few involving a case or opinion included in the 51, only 8 involved opinions of the appellate courts whereas 43 involved opinions of the Attorney General. With respect to Article 1720a of the Penal Code the same check showed that although this statute was originally enacted in 1939 so far all it has produced are two opinions by the Attorney General—both in 1939.

To a layman this check may not be too significant—not until you realize that it means that an Act as lengthy and complex as is the Texas Public Welfare Act of 1941, which incidentally was first enacted in 1937 as Article 695b, has resulted in only eight cases litigated before the appellate courts of Texas in its thirty-year history. But what about the Attorney General opinions, someone may ask? Well, in Texas the Attorney General renders an opinion only at the request of a State Agency or State officer such as a District or County Attorney. So I venture to say that the 43 opinions mentioned probably resulted for the most part from requests for interpretation of the statute made by the State Department of Public Welfare itself, for the Attorney General does not render opinions upon a statute at the request of claimant or his attorney. I might add that in Texas an Attorney General's opinion is not necessarily the law, as interpreted. It is merely "persuasive" of what the law may be or may mean in a given instance.

While the annotations mentioned which involve court opinions resulted from cases litigated before the appellate courts and do not necessarily indicate that other cases were not tried in district court, we must bear in mind that if there are rules and regulations or customs or practices employed by the State Department of Public Welfare in the administration of the Act which are not in conformity with the Act they will continue in force until some appellate court throws them out. The clear implication of all this is that the Act and the rules and regulations of the Department thereunder have been untested by the courts. Can anyone imagine this being the situation with the Texas Business Corporation Act or any other Act affecting business or commerce? Whatever was the reasoning or whoever were those responsible for the limitations provided by the statutes mentioned, they have certainly accomplished their purpose. They have succeeded indeed in removing effectually the imagination and ability of the legal profession from the side of the claimant and have left him at the tender mercies of the State Department of Public Welfare.

Let me hasten to add that it is not my purpose here to solicit business for lawyers; nor is it my purpose to imply that if the $10 fee limitation is removed the Bar as a whole will immediately rush into this type of practice. The good Lord knows that the Bar may even share some responsibility for failing to develop legal aid programs for the needy by which the necessary expenses could have been raised to carry a few test cases to the appellate courts. My purpose is simply to point out that it is necessary to provide more incentive for the Bar to participate more fully in representing claimants or recipients under the various social welfare programs in question. The poor and the indigent need to have this avenue open to them to rectify inequities which exist. Let me add, however, that we are not concerned only with appellate practice which involves major litigation and is expensive and time consuming. There are many routine, minor services which an attorney or any other qualified person can render, and I know that many attorneys do try to help as much as they can. I know that I do. However, even minor services often take more time than even the most humane attorney can give—unless he is independently wealthy—for a $10 fee.

As an attorney in the instances in which I have become involved with the State Department of Public Welfare and its personnel I have been left with the distinct impression that it is a little kingdom all to itself. And little wonder indeed when there is so little down to earth check upon its practices since the average person whose claim is denied must resort to the very caseworker who denied his claim, or his supervisor, to prepare his appeal, and then must appear before appeals personnel out of the same agency who pass upon the appeal, with the Bench and the Bar seldom getting into the act. And all this is compounded when you have a person who understands little or no English dealing with a caseworker in most cases who understands little or no Spanish. Not only the statutes mentioned but the rules and regulations of the Department—all appear to be deliberately designed to place the claimant at the patronizing mercy of the Department and its personnel.

I once had a claimant, the wife of a World War II veteran who was confined after surgery at the veterans hospital in Big Spring, Texas. He was a plumber by trade, and his condition incapacitated him for a long period of time. They had three children under 14 and one 14 years old. Friends and relatives had made a collection, as did the Southside Lions Club of San Angelo, to help out the family. She had applied for aid to dependent children and had been turned down after one of those "preliminary" interviews provided by the regulations of the State Department of Public Welfare. She came to see me and on determining that she had not filed a written application, I asked her to go to the local office of the Department, secure one and return to my office so I could help her fill it out. She returned to advise that the applications were not allowed out of the office and had to be filled out by the caseworker. I called the office myself and confirmed this fact. Thinking the local worker had misconstrued policy for I had had a similar experience with the Texas Employment Commission on an appeal involving an unemployment compensation claim, I wrote to the State Commissioner of Public Welfare. I got back a snow job, two pages long, with enclosures consisting of a sample application form, a set of questions and answers prepared by the Department for the edification of claimants and others, and a condescending lecture on how, because of the nature of the application form, "it is to the applicant's advantage to be assisted by the Worker in the preparation of the application. The Worker is able to explain the purpose of the required information and interpret to the applicant any significance of such application in relation to such eligibility requirements. . . ." In short, with my training in elucidating facts and information, assembling evidence and analyzing same and in checking out legal requirements, I did not have the qualifications to be able to help a claimant in my office in filing out the application and in explaining to her the purport of the information required or the requirements that she had to meet as well as the evidence she had to submit to support same. Without further detail, let me simply state that although I never was able to get an application in my office, her case was reconsidered and she was found to be qualified for the aid. But what, I wonder, would have been the result had she not resorted to me? Incidentally, I did not even charge the $10 fee allowed by law.

This problem of adequate representation for claimants is particularly crucial when he is a Spanish-speaking person. In my practice I estimate that 85% of my clients are Spanish-speaking. I deal intimately with them, day-to-day, and I know the difficulties involved in obtaining information from them, even though I speak Spanish. Even those who understand some English in many instances do not comprehend fully what they are told or use wrongly words which may have legal significance in a given situation. I recall a personal injury law suit in which I was involved as an attorney where it was important to my client to establish that she had given a certain written statement. She could not speak English; so a Mexican American police officer in San Angelo was used in court as interpreter. In asking her in Spanish if she had made the statement, he used the word "*testamento*" for the word "statement." The witness said "no." It hit me that since the word "*testamento*" in Spanish is the word for "will" in English the witness thought she was being asked if she had made a will. I requested the interpreter to use the word "*declaracion*" which is the correct word for "statement" and this time the witness answered in the affirmative.

While this is only one example, it illustrates the point. In preparing an application for old age assistance, aid to dependent children or what not, the task of the caseworker is particularly delicate if there is a language handicap in the way. The claimant may not understand fully what is asked, and the worker may not fully comprehend the reply—or, if an interpreter is used, sometimes he is in the same boat. If you compound this by considering that in all too many cases the worker's attitude may be patronizing, condescending, callous, cynical or even down-right prejudiced, you will find that the claimant may easily be disqualified as a result of half-understood, loaded questions directed at him. Once his claim is denied, if he seeks the aid of an attorney or some other competent person to handle his appeal—if he can find one to begin with for a $10 fee—that attorney or person is faced with a set of facts already given and sworn to by the claimant some of which, due to the language handicap, may be incorrect. The burden by then is on the claimant and his representative to explain the incorrectness—and this is seldom done to the satisfaction of the appeals referee.

But so far I have merely pointed out the problem. What about the solution?

One solution is to insure that caseworkers look upon people as people. This is particularly important to groups such as the Mexican American who have been the victims of prejudice throughout the Southwest. Whether we like it or not, those of us born and reared in Texas, whether Mexican American or Anglo-American, must face up to the fact that because of history, language, culture, religion and other factors prejudice against the Mexican American does exist—and a person with prejudice does not set it aside merely because he becomes employed by a social welfare agency, whether federal or state, that requires equal service to all. Thus, we have a problem of attitude which must be faced up to. Adequate administrative remedies must be set up that will insure that the continuing pressure at high levels of our national government for recognition of civil rights, equal employment and equal opportunity will percolate down to the local level where it really counts. I believe that the federal government must redouble its efforts and become more aggressive in setting up inspection systems and personnel that will make periodic inspections of offices at the local level to insure that all claimants are treated alike.

Another solution is to bring more Spanish-speaking personnel or personnel who can speak and understand Spanish into the local offices as field workers and caseworkers. Let me cite one instance to illustrate this point.

Some two years ago I handled a social security claim for the wife of a Mexican ranch worker. She resided in Mexico. To establish her eligibility, of course, their marriage certificate in Spanish was submitted to the San Angelo District Office of the Social Security Administration. As the attorney representing her and her husband, I was told that I did not have to submit a translation of the document; that the office had personnel qualified to translate it; so I requested a copy of the translation. This was done, and I have here in my hand Form OA–C533 which is the official form used by the Social Security Administration for translations. What intrigued me when I got it was that the translation was not done in San Angelo, for the form indicates that the translating office was in Waco, Texas, some 230 miles away. Obviously the San Angelo office which covers an area of thirteen counties in West Texas, some of them with Spanish-speaking populations as high as 20.1, 20.7 and 23.4 per cent of the total population, did not have one person qualified to translate the document.

I will elaborate further on the need for this type of personnel later on in this presentation. I might at this time point out that I am not advocating that these be solely Mexican American; although a Mexican American with adequate educational qualifications would obviously be able to service not just other Mexican Americans but all others as well. I simply want to point out that I am not excluding from consideration any person, white, brown, negro or green, who can handle Spanish adequately.

A third solution already alluded to is to open the way so that claimants may have the services of attorneys and other qualified persons. In this I have in mind mostly matters handled by State agencies for the problem is already handled adequately on the federal level by Title 42, Section 406 of the United States Code Annotated which provides that the Secretary may by rule or regulation prescribe the maximum fees which may be charged for services performed in connection with any claim. Please note that, in contrast to the Texas statutes, the federal statute does not set a limit as to the fee but leaves it up to the discretion of the Secretary. This statute also sets up safeguards so that attorneys, for example, who indulge in sharp practices may be disqualified from representing claimants.

In Texas the solution lies, of course, in part with our state government, particularly the legislature and the governor. However, the federal government might conceivably become involved for the problem is not merely in removing the impediment set up by the statutes referred to but also determining who is to pay for the services. Under the federal statute and regulations thereunder, I know from experience in handling a claim for total disability that, in an appeal, the appeals referee will make an award for attorney's fees but the service is paid for by the claimant himself. This works well when there is a substantial lump sum initial award since the claimant is then in a position to pay a reasonable fee. However, in old age pension claims and claims for aid to dependent children or to the needy blind, particularly when there is no substantial initial award made, it does seem somewhat heartless to put the burden on a person generally destitute for all practical purposes to have to pay for services in handling a successful appeal which by its very success implies that some one down the line goofed in denying the claim to begin with. Why should a state agency as a branch of state government be the judge, the jury and the executioner and put the monkey on the backs of the destitute to rectify by successful legal action the acts of agency personnel? The states may be reluctant to share this burden, though they show no reluctance in assuming full responsibility for the determination of claims; so it may be necessary to devise some system whereby the federal government can help pay part of the cost.

Texas some two years ago enacted a new Code of Criminal Procedure. One of its more enlightened aspects is Article 26.05 thereof which prescribes mandatory compensation to attorneys appointed by the courts to defend indigent defendants. Prior thereto such compensation was merely discretionary with the trial judge and the Commissioners Court of each County. Under the new act the compensation is paid out of the general fund of each county at the rate of $25.00 to $50.00 for each day in trial court representing the accused except where the State makes it known that it will seek the death penalty and in such case the fee ranges from $25.00 to not more than $100.00 per day in court. The attorney can also be paid up to $250.00 for expenses incurred for purposes of investigation and expert testimony. Also, for prosecuting to final conclusion a bona fide appeal to the Court of Criminal Appeals, the fee can be from $100.00 to $250.00, and in a death penalty case from $100.00 to $500.00. The statute further provides that the minimum fee will be automatically allowed unless the trial judge orders more within five days of the judgment.

Prior to this statute in Tom Green County where I practice those of us appointed to represent indigent defendants would get only $10.00 per day and no expense money to investigate. While no attorney is going to get wealthy under this new statute and most attorneys still prefer not to be appointed by the courts, the new statute has gone far in insuring more adequate representation for the indigent in criminal cases. Even more significant than the fees provided is the small allowance for expenses—even though you must first sell the trial judge on the need thereof—as I did in an assault with intent to murder case involving a Mexican American in which I was able to arrange for the testimony of a psychologist as a result of which the man was found insane at time of commission and at the time of the trial, was sent to the Rusk State Hospital for treatment, was there about a year, and just recently was declared sane again and is now a free man.

Now if we can provide this type of service for those accused of a criminal offense, is it too much to do something similar for destitute claimants for old age pensions, aid to dependent children, the needy blind and others handled by State agencies? Or are they less worthy?

A fourth approach and one which is beginning to create an impact and, conceivably, could be the best in the long run if a means can be found to make it universal are the legal aid programs that have been initiated in many communities through the Office of Economic Opportunity. There is no question that the Bar has let this type of service go by default and has invited government action. I have practiced law for some 12 years in Webb, Hidalgo and Tom Green Counties in Texas, and I have yet to be requested by any committee of the Bar associations in those counties to represent an indigent. It is my understanding that there now exist OEO sponsored legal aid programs in Webb and Hidalago Counties, but in the West Texas area around San Angelo there are none to my knowledge. I speak from experience based on a practice which has taken me into courts within a 200-mile radius of San Angelo—including Odessa, Big Spring, Abilene, Sonora, Ozona, Lubbock, Sweetwater and others. Thus, unless OEO-type legal aid programs are instituted on a far wider scale, it will still be necessary to open the way for the average legal practioner and other qualified persons to take more of an interest in representing claimants in the sphere we are concerned with.

Still another avenue that is creating an impact are neighborhood service centers sponsored by OEO. In San Angelo two of these centers went into operation some six weeks ago, and I have already had occasion to refer several cases to the staff of these centers of persons who needed to file claims or had other problems with the local Social Security or Public Welfare Offices. Unfortunately, for the moment, legal services are not available at these centers, and, consequently, the services the staffs can render are limited to matters which a layman, in contrast to an attorney, can handle. However, it is an important step forward. Once the staffs become more cognizant of the ins and outs involved in the maze of regulations which surround welfare programs they will be in a better position to deal with the caseworkers handling the various types of claims—and in the case of Mexican Americans the centers have a Spanish-speaking staff which will be of invaluable aid to those who speak little or no English.

But so much for this subject. I would like to pass on to something else.

I note by the statement of Mr. Wilbur J. Cohen before the Senate Committee on Finance on August 22, 1967 that HEW is pressing for an increase in work incentives to encourage assistance recipients to work. However, he points out that States are not required to permit the exemptions authorized under the Social Security Act except for the earned income exemption for the blind. He recommends that the provisions of the House bill providing an exemption of the first $30 of monthly earnings plus one-third of additional earnings for adult AFDC recipients be increased to $50 monthly plus one-half of additional earnings. The House bill also provides that all earnings of AFDC children 16 and over attending school full-time be exempted. He recommends that the same exemptions be extended to the aged and the permanently and totally disabled. I would like to cite a case which I am familiar with in support of these exemptions.

The Southside Lions Club of San Angelo of which I am a former president has under lease from the City of San Angelo a facility which includes a building used as a clubhouse and surrounding land upon which the Club has built a baseball park. Some two years ago the Club tried to get an old age pensioner to live at the clubhouse, free of cost, to act as caretaker. The man was living with relatives at the time and was eager to go into the arrangement. At the time he was getting an old age pension of about $85.00 monthly which included an allowance of $27 for rent and utilities. At about this time he qualified for a Social Security pension of $23 monthly; so his old age pension was reduced by this amount. When the local Office of Public Welfare found out he was living at the Lions Clubhouse without paying rent and utilities, his pension was reduced another $27—to $35 per month. Thus, instead of getting a monthly check of $85, he wound up getting only $58 per month. Needless to say, the arrangement did not last long. He could not understand why his pension check had been reduced and thought that the arrangement instead of helping him had hurt him moneywise. The Club members, likewise, were left with a rather low opinion of the Department of Public Welfare.

A third problem that I have run into in the administration of programs on the local level has to do with the situation of mothers seeking aid for their children in cases where the father has separated from the family or abandoned it as well as in cases of divorce and others in which there is a court order providing for child support payments by the father.

In cases of abandonment or separation I find that in my area caseworkers insist that before the mother can qualify for aid to her children she must take steps to initiate divorce action as well as file criminal charges against the husband for wife and child desertion. While the theory behind the requirement may sound good, in actual practice there is much to be desired and consequently many families are not getting the much-needed aid or are delayed unduly before receiving it. The requirement for divorce action, for example, requires that the claimant—who is generally destitute—retain an attorney to represent her. There is no provision in our Texas statutes or Rules of Civil Procedure for our courts to appoint attorneys to represent indigent mothers in need of a divorce. About the only relief available to them is to file a pauper's oath which saves them the $20 or so involved as costs of court—and even here I am not so sure that under this oath a newspaper could be required to publish notice of the citation if same is found a necessary procedure in a given case. The county probably would have to pay for this—if it can be prevailed upon to do so. This point, however, has not arisen in my practice, and I am not fully briefed as to the law in connection therewith. As for finding an attorney in the absence of a legal aid clinic or service, that is problematical. Most major law firms will not even talk to such a person. That leaves the single practitioners such as myself, and there is a limit how much time we can put on a charity or token fee basis.

In the case of criminal charges, wife and child desertion in Texas is a misdemeanor and the prosecution of same rests with the County Attorney. The average small or moderate-sized Texas county does not provide assistants for its County Attorney. Hence, you have one individual already saddled with a host of other duties who at most has one secretary to help him out. Most are reluctant to take on any more work than necessary. In my county our County Attorney will not take a complaint in such a case until the husband has failed to contribute to the support of the family for at least one month. If during said period he contributes any amount, even if it is completely inadequate, no complaint will be taken—in this case not so much because the County Attorney is lazy but because most juries will not convict a man on this charge so long as he pays something. And of course under the circumstances the wife who may have four or five children that qualify and gets $10 every other week from the husband is unable to have him prosecuted. Furthermore, under a like situation the Office of Public Welfare all too often denies her claim.

In cases of abandonment or separation we also have in Texas Article 4639b of our Civil Statutes which allows one parent to sue another for failure to support the children. This statute also governs the case of a parent living at home who still fails to support a child of his. However, this statute provides that venue for such a suit is to be in the county of the residence of the defendant. This, of course, poses a hardship on the mother in those cases where the defaulting father is in another county. If she can, however, manage to raise the expenses necessary to go to the county where the father resides, she can conceivably obtain a court-appointed attorney under the provisions of Rule 308-A of the Texas Rules of Civil Procedure. Hence under Article 4639b the mother can obtain a child support order where no divorce has taken place and can have an attorney appointed to help her secure same under Rule 308-A and under the same Rule can again get an attorney appointed to help her enforce the order by a motion for contempt.

In cases where divorce has taken place and the decree includes an order to the husband to contribute to the support of the children as well as in those cases where a support order has been obtained under the provisions of Article 4639b, Section 18-B of Article 695c, the Texas Public Welfare Act of 1941, is relevant. This section reads:

> In considering the resources and income available to families with dependent children, the State Department of Public Welfare shall explore with the parent or other relative with whom the child is living the possibility of obtaining support and/or services on behalf of such child from the parent of such child who is living outside the home, and shall, *in all cases where it seems appropriate and feasible* to the Department, require that the parent or other relative with whom the child is living to take whatever action is necessary to obtain maximum support *which has been ordered pursuant to a court order* for the support of said child, and shall consider such support payment wherever available in determing the needs and resources of the family with dependent children. The Department shall also provide for prompt notice to appropriate law enforcement officials of the furnishing of Aid to Families of Dependent Children in respect to a child who has been deserted or abandoned by a parent. [Emphasis added.]

Rule 308-A alluded to above provides that when a court orders periodic payments for the support of a child and its order is disobeyed, the claimant can make such fact known to the court who can then appoint a member of the Bar to represent said claimant. If after investigation said attorney believes the order is being contemptuously disobeyed, he can file a written statement with the clerk of the court, and the court can then issue an order to the defaulting parent to show cause why he should not be held in contempt. The attorney is paid a fee, at the discretion of the court, which is assessable as costs against the party in default.

With these statutes and Rule 308-A in mind, all of which combined make for good theory, let me first comment on the language in Article 695C, Section 18-B providing that "in all cases where it seems appropriate and feasible" the Department can require the parent or relative with whom a child resides to take steps to enforce a support order. While this language is clearly discretionary and not mandatory, in actual practice in my experience I have found out that in most cases the caseworkers find that the case is one where the requirement is "appropriate and feasible." It matters not whether the mother can get the court to appoint an attorney for her or not, or that the husband may be in a distant county and she does not have the means to go there to litigate her case. Invariably the claim is denied or else weeks and months go by before the aid is given.

One solution, of course, is to have the courts pay more attention to Rule 308-A. Here the Department itself could attempt to exert a little influence upon the courts to counteract the fact that, by and large, the Bar will not be too enthusiastic about the idea, particularly major law firms with a practice far more lucrative than whatever fees can be collected from defaulting fathers in child support cases. I question, however, that even with the full cooperation of the courts the remedy will be very effective from a practical standpoint, particularly since Rule 308–A makes no provision for investigation expenses. In most child support cases this is crucial for no court will jail a man for contempt without full and convincing evidence. Thus considerable time and expense must be spent in checking the defaulting parent's employment background to determine that he was able to pay and yet contemptuously failed to do so. This is particularly troublesome when he, as is often the case, changes jobs frequently or is out of the county. This field of practice in Texas is fraught with so much frustration that as an attorney I seldom take on one of these cases unless there is involved as the defaulting parent an individual with regular employment at a fairly substantial wage, and unfortunately this has not been the case in too many instances involving mothers seeking aid for their dependent children. Actually the only adequate remedy that I can envision if the status quo is allowed to stand is through legal aid programs, whether under Bar, OEO or other type of public sponsorship.

Another remedy is to tighten the loophole provided by the statutory language of "appropriate and feasible" which is presently employed to deny many claims. The Department of Public Welfare may be prodded into taking a new look at this problem or, if necessary, federal legislation or regulations may have to be employed to accomplish the desired result. In the absence of this and of adequate legal aid programs, another approach under the status quo may involve a series of test cases that appellate courts can determine under what facts and circumstances the Department may be violating its discretion under the statutory "appropriate and feasible" language.

To pass on to another subject, earlier in this presentation I referred to the need for more Spanish-speaking personnel or personnel who can speak and understand Spanish in the local Social Security and Public Welfare Offices. I would like to elaborate further on this point. This is based on limited information which, if nothing else, I hope will result in more detailed study to determine if action need be taken.

Attached hereto as Exhibit 1 is a list of Social Security Administration District and Branch Offices in the West Texas areas. The list includes the 13 counties within the jurisdiction of the San Angelo District Office, but due to time limitation like information for the other District Offices listed was not secured other than in respect to the particular county in which the District Office or a Branch Office thereof is located. The population statistics are from the 1960 U.S. Census study of the Spanish-surname population.

In analyzing this information it is noteworthy that the San Angelo District Office covers an area which in 1960 had a total population of 119,509 of which 18,337 were of Spanish surname. Of the 13 counties involved, 12 had more than 10% of their population being of Spanish surname. In 11 of them the Spanish surname population was more than 13%, and in 5 of them it was over 20%. When we add to the counties in the San Angelo District those in which the other district and branch offices are located, we come up with a total population of 569,518 of which 59,313 were of Spanish surname in 1960. Of particular significance is the Lubbock District Office which in Lubbock County has 17,003 Spanish surname population involved, 10.9% of the total county population. Its branch office in Plainview is even more significant since 6,504 or 17.7% of the total county population of 36,798 in 1960 were of Spanish surname. The Big Spring District Office in Howard County itself shows 10.2% of the total county population to be of Spanish surname. In the Abilene District Office with its branch in Brownood and in the Odessa District Office the percentages are 5.0, 5.4 and 7.7. It should be emphasized again that Exhibit 1 does not include *all* of the counties covered by the various districts other than the San Angelo District.

To correlate the information in Exhibit 1, I tried to determine if the Social Security Administration compiles statistics as to the number of Spanish surname persons handled in respect to pending claims or as recipients under the various programs administered by it. Mr. Jimmie G. Keen, assistant manager of the San Angelo District Office, advised me that no such statistics were compiled. The best estimate he could give me on his two years or so experience in that office was that those handled by his office were roughly in the same proportion in each county as the ratio of Spanish surname population to the total population in each county.

I queried Mr. Keen further as to the availability of personnel in his office who speak and understand Spanish. In this connection it is relevant to mention that said office presently has fourteen employees of which Fred Wagner, field representative, and one claims representative are the only ones that make periodic swings outside of San Angelo and Tom Green County to take care of the claimants in the other 12 counties. There is no branch office manned fulltime in any of these other 12 counties. The San Angelo Office merely has what are termed "contact" stations in the county seats and larger towns which are visited regularly, the frequency of the visits, depending on the number of claims involved in each town. Brady, for example, is visited once a week. Big Lake, Ozona and Sonora are visited generally once a month on a swing which generally take two days to cover all three.

Keen stated that of the 14 persons in his office, Fred Wagner, the field representative, spoke Spanish. Miss Ann Lindsey, an administrative clerk, has had one semester of Spanish in college and her tuition and books are presently being paid for by the office to enable her to take additional Spanish courses at Angelo State College. Ted Moellering, the district office manager, who was formerly stationed in McAllen and Laredo apparently has a "smattering" of Spanish. Finally, the office has Rosalinda Garcia, an NYC employee, who is presently working 10 hours a week but who was available during the summer for 30 hours a week. She, of course, is Mexican American. Whether it can be said that this office at present is adequately serviced by personnel who speak and understand Spanish, however, is questionable. For one thing, Wagner, Miss Lindsey and Mr. Moellering presumably were unable to handle the translation of the Mexican marriage certificate to which I alluded earlier in this presentation when it was translated in Waco in March, 1967. I would doubt that anyone with a "smattering" of Spanish or even one or two semesters of college Spanish has sufficient knowledge of the language to handle a Spanish-speaking claimant. Miss Garcia, of course, is available to act, if nothing else, as an interpreter, but, of course, she is not available to service Spanish-speaking claimants in the other 12 counties.

With respect to the other district and branch offices, I requested a list of the Spanish-speaking personnel now employed by them for purposes of this presentation. There are none in Big Spring, Brownwood and Plainview. In Odessa there is now one, Mrs. Emma S. Aguilar, a GS-9, who I know transferred into that office only within the past three or four months when her husband was transferred by the Texas Employment Commission from the Rio Grande Valley into the West Texas area to help recruit young men for the Job Corps. I was not furnished the information requested in respect to the Abilene and Lubbock District Offices, but the last information I had from other sources is that there are no Spanish-speaking personnel in those offices.

I might note at this point that in other district offices where the Spanish-speaking population is substantially higher, there are a number of Spanish-speaking personnel. The San Antonio Office, for example, has 34. The El Paso Office which I understand has a branch office in Las Cruces, New Mexico, has seven. The Eagle Pass Office has six, and the Austin Office has three. While El Paso appears adequate, it does present quite a contrast with Eagle Pass. Maverick County where Eagle Pass is located has a 1960 estimated population of 14,505 of which 11,253 or 77.6% of the total was Spanish-surname. El Paso County, on the other hand, had 136,973 Spanish-surname population out of a total population of 314,070, the Spanish-surname forming 43.6% of the total. Yet, there is only one more employee of Spanish-speaking ability in the El Paso Office than there is in Eagle Pass. Nevertheless, since I am not advocating proportional representation for Mexican American or Spanish-speaking persons as employees, let us concede that the El Paso Office may be adequately serviced. I have no information on the rest of Texas, particularly much of South Texas and the Rio Grande Valley as well as the Houston-Galveston area in southwest Texas.

From what has been discussed on this point, I would like to observe that there is a very substantial geographical area in West Texas with substantial numbers of Spanish-speaking population—and presumably Spanish-speaking claimants—which is not adequately serviced by Social Security Administration personnel that can speak and understand Spanish and this is the very area of the State that needs it the most. While in South and Southwest Texas the Mexican American population has developed a substantial professional and business class, a broad and growing middle class and has always had a small wealthy, land-owning class which has given this group some political and economic influence, although even in that area it is not what it should be, none of this is true of West Texas. Aside from El Paso, San Angelo is about the one West Texas city or town where the Mexican American population has begun to develop much of a business and middle class and even here it is very limited in scope. Professionally in the entire area the group is sadly behind. For example to my knowledge I am the only Spanish-speaking lawyer in an area between Uvalde on the South and Lubbock and Amarillo on the North and between San Antonio and Austin on the East and El Paso on the West. In the medical profession we are slightly better off, for there are some half-dozen Spanish-speaking doctors scattered about the area. School teachers, there are hardly any in the entire area—I would judge not over half a dozen if that many. Most of our Mexican American population in the entire West Texas area is in the lower economic bracket, a very large portion being in the poverty class by modern-day standards. The level of education is miserably low, as other 1960 U.S. Census figures will show. Hence, I can testify from my daily dealings with them that it is a MUST that government agencies have personnel that can talk to them in their own language.

I might add that the situation with the Social Security Administration is almost "ideal" compared that what you find if you were to check the offices of the State Department of Public Welfare, the Texas Employment Commission and those of other state agencies throughout the area.

Thus, based on all this, I would recommend that some priority be given to a determination of the need for more Spanish-speaking personnel in the Social Security Administration offices in the West Texas area, and since Uncle Sam picks up the tab for much of the cost of administration and of the programs administered by the Texas Employment Commission, the State Department of Public Welfare and other State agencies, I feel most strongly that steps be taken to require those State agencies to hire more Spanish-speaking personnel. And I would further urge that those hired be not merely typists or clerks but that they include caseworkers and field or claims representatives—the type of personnel that actually dig up the facts and determine whether a person qualifies for aid under a given program.

In order to determine the need, I would further recommend that statistics be compiled to determine the number or per cent of Spanish-speaking claimants and other persons handled by the various offices of the different agencies involved. The question may arise whether it is good policy to do this, but I might point out that HEW just recently established a precedent itself by requiring Universities and other educational institutions to have their students classify themselves, the object being to determine whether and to what extent there was compliance with civil rights directives. Furthermore, it makes logic and good sense when there is group as unique as is the Mexican American and which has substantial socio-economic-educational problems. I would caution, however, that in compiling the statistical information indicated care be taken to classify the Mexican American population properly and would point out to a separate memorandum which I directed to Commissioner Ximenes recently pointing out that according to holdings of the Texas appeallate courts and the Supreme Court of the United States the Mexican American is considered as a member of the caucasian race.

As a final argument for the point I seek to make, I would point out that when I first came to San Angelo five years ago there was one individual, now deceased, and a woman who is still very much in the field who were making a rather lucrative living by taking Spanish-speaking persons to attorneys, to Social Security and Public Welfare and other public offices or officials and acting for them as interpreters and charging whatever the traffic might bear—anywhere from $3.00 or $5.00 to $10.00 or even $25.00. Obviously, this kind of traffic, particularly with persons seeking old age pensions, aid to dependent children or those wanting to establish claims under the Social Security Act, would disappear if the various offices had personnel that could speak to the claimants in their own language and who had the training and preparation and the knowledge of the statutes, rules and regulations necessary to pass upon a claim. In fact, they might even do away with the need for the services of an attorney such as myself—except when legal services as such are required—all of which is fine with me.

Exhibit 1

Social Security Administration
Offices in West Texas Area

	Population by Counties		
District or Branch Office and County	**Total Population**	**Total Spanish-Speaking**	**Per Cent Spanish-Speaking**
San Angelo District Office:			
1. Coke County	3,589	244	6.8
2. Concho County	3,672	738	20.1
3. Crockett County	4,209	1,208	26.1
4. Irion County	1,183	198	16.7
5. Kimble County	3,943	533	13.5
6. McCulloch County	8,815	1,328	14.8
7. Menard County	2,964	694	23.4
8. Reagan County	3,782	512	13.5
9. Runnels County	15,016	1,698	11.3
10. Schleicher County	2,791	678	20.7
11. Sterling County	1,177	154	13.1
12. Sutton County	3,738	1,476	39.5
13. Tom Green County (San Angelo)	64,630	8,876	13.7
Sub-total	119,509	18,337	
Abilene District Office:			
Taylor County (Abilene)	101,078	5,032	5.0
Brown County (Brownwood Branch)	24,728	1,346	5.4
Lubbock District Office:			
Lubbock County (Lubbock)	156,271	17,003	10.9
Hale County (Plainview Branch)	36,798	6,504	17.7
Big Spring District Office:			
Howard County (Big Spring)	40,139	4,091	10.2
Odessa District Office:			
Ector County (Odessa)	90,995	7,000	7.7
Totals	**569,518**	**59,313**	

Partnership for Training

by

DELIA VILLEGAS

Director, Program for Vocational Training

Roman Catholic Archidiocesan Latin American Committee of Chicago

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Cultural differences, lack of skills and a language barrier are the burdens carried by Chicago's Spanish speaking people. Our program, known as "Spanish Manpower" attempts to resolve these problems through bilingual vocational education under the Manpower Development Training Act, personalized supportive services and an active program of community participation. In the few years that this program has existed, we have achieved a considerable measure of success. To date, 155 men have graduated into training related jobs. This represents a near 100% rate of retention and placement. High community interest, personal commitment on the part of the student to the goals of MDTA and a carefully balanced program of cooperation between public and private agencies have all been important factors in building this program.

In 1965, the Cardinal's Committee for Spanish Speaking proposed a demonstration project under MDTA to train unemployed and underemployed Spanish Speaking men in a bilingual program of vocational education. The Cardinal's Committee for Spanish Speaking, an agency of the Catholic Archdiocese of Chicago, has as its function to promote the general welfare of the Spanish Speaking and to facilitate and direct his integration into American society without loss of his own cultural values.

Because of the nature of the work of this agency, the Cardinal's Committee was uniquely suited to act as a liaison between the Illinois State Employment Service and the Spanish community. The program of supportive services allowed for the Cardinal's Committee to assume all or part of the responsibility for six phases of the program: recruitment, testing, motivation, counselling, language development and placement.

Recruitment publicity for Spanish manpower was transmitted through existing channels of communication between the Cardinal's Committee and the Spanish community. Information on Spanish MDTA was distributed through radio and newspaper announcements, and perhaps most important, through personal contact with community leaders and organizations. The response to this program was, and still is, tremendous. In the first year of recruitment, approximately 400 applications were received for the 95 positions available. The second year brought in an equal number of applications for 60 positions. We are now entering our third year. Since January, 1967, we have already received 1,000 applications.

Cooperating with the Illinois State Employment Service, the Cardinal's Committee provided bilingual counsellors and interpreters to facilitate testing and registration. A thorough explanation of the type of test and its importance was given to each man, relieving him of much of the anxiety of the testing situation. Further services included simplifying documentation requirements by writing immediately for birth and marriage records and notifying employers, no matter how menial the job, that their employee was going into training. The average profile of the man eventually accepted into training included the following personal data: Age, 25–40; head of a family of three children, unskilled, non-English speaking, with a sporadic work history indicative of the labor market's demand for qualified workers.

Motivation and counselling are the areas which highlight the unique nature of the supportive services offered by the Cardinal's Committee. The area of individual counselling consisted of a program that offered tangible supports to each student whenever a problem arose. This included assisting in medical problems, legal difficulties, credit abuses, family counselling, etc. Programs were initiated to include wives and children in social gatherings and special projects. This year, one group of wives produced a Latin cookbook stressing economical menus for large families. Each individual problem received individual attention with an emphasis on the student's eventual capacity for economic and social independence.

The first and most important step in developing this sense of independence was finding part time jobs for each student. Often, the difference between an impossible financial situation and a tight budget is 20 hours of work a week. We have found that finding part-time jobs for Spanish speaking trainees is extremely difficult because each man carries with him the same handicaps that affected his ability to find full time employment. Lack of English and a skill is compounded by his need for specialized work hours outside of an eight hour day. In spite of these difficulties, most students were able to find part-time jobs through the Cardinal's Committee or through leads from fellow students.

The real essence of supportive services, however, was not based on individual casework, but rather consisted of the Cardinal's Committee's attempt to construct a group atmosphere of responsibility and enthusiasm. Each student could see himself as a pioneer opening new opportunities for his Spanish Speaking neighbor through his own performance and achievement.

To illustrate this further, we can cite the example set by the machine operator's class from the Greer Technical Institute this year. Because of their need for a meeting place outside of school, the class decided to rent a storefront room which is now known as the "Club Hispano-Americano". The men furnished this clubhouse with donations from various individuals. A blackboard was given by the school and the club soon became an after-school study center for those who were struggling with the English language. It has served as a meeting place for discussion of problems of immediate interest and concern, a social center where dinner and dances are held, and an office for individuals seeking information on courses. The effects of this endeavor have extended even beyond the forming of close friendships. In the last six months, the class has elected to study for the High School Equivalency Exam, to march in the Mexican Independence Day parade, to campaign for more MDTA courses by the collection of 700 signatures in the community, to visit the State Legislature, to invite community leaders to speak on current issues, to hold a series of MDTA picnics and baseball games, to visit local industry, and to request that they be allowed to graduate at City Hall. The pride and dignity demonstrated by these men from several countries and a wide variety of backgrounds is proof of the impact MDTA is capable of delivering.

Although the Cardinal's Committe was not directly responsible for the language training of Spanish MDTA students, this agency served since the beginning of the program in an advisory capacity. We have sought, in each school, the most effective and efficient way to teach English. It has been a frustrating experience. Our relationships with the private vocational training facilities have been, for the most part, cooperative and fruitful. But we have had difficulties in establishing an effective language program for the following reasons: Inexperience on the part of the trade schools in the area of English training, a lack of professional teachers and curriculum and an absence of texts and materials. This problem, which has a direct effect on the eventual earning power of each man, is still with us. Only through strict adherence to the already existing certification requirements for MDTA instructors set up by the State Board of Vocational Education, can this situation be remedied. We are extremely interested in all attempts by MDTA to upgrade the quality of instructors through a demand for higher educational requirements.

The establishment of good working relationships between the Cardinal's Committee, the state agency and the private training facilities is the result of many hours of thought and planning. The conscientious attempt to offer the best possible training programs on each level is a never ending process.

Placement in training related jobs after graduation is an example of cooperative activity between each organization. The Cardinal's Committee prepares each man for job interviews through a carefully planned program of instruction. Every student is evaluated and receives a recommendation based on his class achievement. Interview situations and job applications become familiar through constant practice sessions. Jobs are found and the men are referred through the Illinois State Employment Service. After graduation, the Cardinal's Committee extends its supportive services until the student has achieved some economic stability. Often the change from a routine school environment to the challenge of a good job is as great a step as leaving the work force to enter training.

We view the future as a dual challenge. The immediate need for more bilingual MDTA training is made obvious by recognition of the success of the program to date and the 1000 applicants that now await training. Our experience has also indicated another need. For some time we have been encouraging the development of a strong program of basic English to serve as pre-vocational training. Such a program would enable the student, upon completion of the course, to choose any of the wide variety of vocational programs now offered by MDTA and other agencies. (We understand such a program is being undertaken at the present. We hope that there will be competent educators structuring such a course and that someone will be engaged to do supportive services.) While individual programs for Spanish Speaking have been quite successful, an attack on the total problem can only be through an intensive program of basic English. The objection is often raised that the Poles, Italians and other groups did not have specialized language programs. This objection is inadequate and does not recognize modern economic facts of life. Today, a workman on the lowest rung of the labor ladder has a far more sophisticated job than his counterpart of even 25 years ago. If this era of technological growth and economic expansion is to continue, we cannot afford to lose a whole generation of potential workers because of a lack of understanding of basic English. To lose one generation is to lose two in terms of educational potential. The job level and earning power of the father directly affects the educational aspirations of the child.

We have demonstrated in the last three years that given the proper motivation and approach, the unemployment problem of a hard core non-English speaking group can be resolved. We feel an integrated approach by public and private agencies can result in making government training programs available to many persons otherwise untouched by vocational and educational programs.

To the agencies involved, Spanish MDTA has been a successful experiment. It has highlighted important areas of vocational training techniques which can be applied to many similar programs. The Spanish community has viewed Spanish MDTA as another opportunity in a land of opportunities. The active interest and enthusiasm of individuals and organizations alike atest to the real acceptance of the program and its goals. To the following families, however, Spanish MDTA has meant a break in the cycle of unemployment, ignorance and despair:

Mr. H. Gomez was the father of six children whose job as an assembly line worker paid him $2.00 an hour. During training, two of Mr. Gomez's children were hospitalized, a car accident caused him to lose his license and his insurance and an insistent creditor took him to court. Several times, Mr. Gomez almost quit. We last heard from him in July, 1967, one month after his graduation. At that time he was working for a large farm equipment company earning $2.80 per hour with regular raises scheduled for the future. There are now seven Gomez children.

One month after he began training, Mr. Vicente purchased a $404 sewing machine from a door to door salesman. When the inevitable shortage of money made the high payments impossible, we arranged for the company to take the machine back and cancel the contract. Mr. Vicente, who made $75 per week before training, is now making $3.05 per hour and six months after graduation, presented his family with a brand new sewing machine for Christmas.

Mr. E. Alvarez was a Cuban refugee who brought his wife and two children to Chicago from Florida two years ago. When he was accepted into training, Mr. A. worked in a shoe factory and earned $1.65 per hour. In June, 1967, he wrote to us: "I am working as a welder now and earn $3.50 per hour. I am waiting to join the union in two months. There is a good training program here and I am learning more about welding."

Mr. P. Lopez had worked for five years as a janitor with only one raise in salary. He wrote to us after he was placed in a new job: "I make $2.70 per hour with 55 hours of work guaranteed. There is a chance to become a tool and die maker. This company gave me credit for going to school and they are teaching me how to run all kinds of machines. This job is like school."

Housing and Urban Development Hearing

before

THE HONORABLE ROBERT C. WEAVER

SECRETARY OF HOUSING AND URBAN DEVELOPMENT

Special Housing Needs of the Mexican American Community

by

AUGUSTINE A. FLORES

Former National Chairman, American G.I. Forum

Mr. Chairman, Honorable Robert Weaver, Secretary of Housing and Urban Development:

President Johnson stated recently, during the swearing-in ceremony for the Honorable Vicente T. Ximenes, quote ". . . I would not rest; until every American, who wanted, had a job to work at; until every child, who wanted, had an opportunity to get all the education his mind could take; until every family had an opportunity to get a decent home in a decent neighborhood; until every single American had entered the open door to full participation in the life of America." Unquote.

Now I do not for a moment doubt the sincerity of the President's intent, for, as any knowledgeable Mexican American must agree, there never has been an American President who has shown such deep concern for the plight of our people.

But beyond mere concern, President Johnson has taken many historic first-steps which specifically seek to remove the causes which have kept us chained to the vicious circle of poverty, ignorance, and discrimination. However, the mere fact that we are assembled here today gives mute testimony that much, much more remains to be done.

I am pleased to appear before you today, to present testimony which may be of assistance to you: First, to better understand the unique attitudes and characteristics of Mexican Americans as they relate to the entire spectrum of housing—both public and private; secondly, to submit certain recommendations and proposals which, by and large, represent a reasonably accurate appraisal of Mexican American thinking about the subject.

The President has stated that he wants solutions; therefore I see no need to re-state the problems. I will, however, allude to them whenever it becomes necessary to relate needs to specific recommendations.

It has been two years since the Department of Housing and Urban Development came into existence—with great promise, and a myriad of financial and technical programs of assistance to aid in the rehabilitation and in the construction of housing for the poor—now what has all this meant to the millions of Mexican Americans who live in the southwestern states of Texas, California, Colorado, New Mexico and Arizona?

What has been done to allevitate the housing problems of the millions of Mexican Americans who live in sub-standard housing? The millions who live under the most incredibly over-crowded conditions, and occupy the most delapidated and deteriorating dwellings than any other ethnic group (including non-whites citizens) in the area? (Census data and other studies)

I submit, Mr. Secretary, that nothing has been done! There is nothing tangible towards which we can point—so—the 'status quo' remains.

And we are concerned. For we have studied and reviewed, analyzed and digested the various housing programs administered by the Department (H.U.D.), and quite frankly, they cover almost every possible adverse housing situation that exists in our country today. And yet, the programs are not reaching us.

There is despair and a growing sense of futility and bitterness developing in our community today.

Attempts that have been made by Mexican Americans to obtain funding under some of the existing programs, have been frustrating and disappointing experiences.

So the promise of improved housing and a better life remains for our people a nebulous, unattainable goal.

There is, then evidently, something wrong somewhere.

And we conclude, Mr. Secretary, that the deficiencies lie not in the intent of H.U.D. programs, but rather in the bureaucratic approach to implementation; and built-in eligibility and funding impediments and, finally, in unimaginative, inflexible policies.

This conclusion, Mr. Secretary, impells us to respectfully offer the following recommendations:

On Financing

1. The financing requirements of the various programs must be geared to the income versus cost-of-living demands of the economy in the target area.
2. The loan eligibility requirements should be lowered to more realistic levels.
3. The interest rates on insured loans should be lowered; long-term loans should be increased to 50 years.
4. H.U.D. should aggressively pursue the development of additional attractive incentives to encourage private enterprise to invest in design and development of low-cost housing, and in the rehabilitation of existing units in low-income areas.
5. H.U.D. should contain such flexibility and discretionary powers as will permit direct funding to private resources who present feasible plans-of-action, in those cases where municipalities and other Governmental entities refuse to cooperate in the creation of "workable programs."
6. H.U.D. should be empowered to provide land grants to subsidize high-cost of land in urban areas.

Regarding Personnel

Statistical data from census tracts and other sources provide indisputable evidence that Mexican Americans in the Southwest are on the bottom of the housing, educational and socio-economic totem pole. This evidence clearly indicates that the principal thrust of Federal Housing Programs must be focused on them.

To this end, and in view of the overwhelming number who do not speak English, we respectfully recommend as follows:

1. That H.U.D. create a special inter-department office to:
   a. Deal with the unique housing problems of the Mexican American;
   b. Make evaluations of proposals;
   c. Provide assistance in their preparation.
2. That H.U.D. undertake an aggressive recruitment program of bi-lingual Mexican-Americans to augment the staffs of its constituent components, in order to more adequately serve the needs of our people.

On Policy

By far, the most objectionable of all Federal Housing Programs to the Mexican American is Urban Renewal for the following reasons:

1. There is little or no discussion with property-owners in the affected area. Planning and decision making is carried on by city-hall and influential satellites.
2. Projects which are adopted, invariably fail to meet the human and economic needs of the residents.
3. Urban Renewal Programs do not provide for the homeowner to act as his own agent in the sale of his property to private enterprise.
4. Displaced persons (for the most part low-income) are usually relocated in blighted or potentially-blighted areas in which local government has no interest—until such time as a decision is made to repeat the Urban Renewal process. Obviously, then, low-income people are caught in a vicious circle from which there is no escape.

We, therefore, recommend the following policy changes as critical to the success of Federal Housing Programs:

1. That in all cases where Mexican Americans may be affected by Federal Housing or Community Development programs, it be a pre-requisite for the allocation of federal funds, that knowledgeable Mexican Americans be members of local and state official and quasi-official bodies concerned with design, planning, development, and/or renewal of urban or rural areas.
2. That before any attempt is made to implement any type of Federal Housing or Development programs, a survey be conducted to determine the wishes of the property-owners and dwellers in the affected area.
3. That the principal concern of housing and urban renewal programs be the human and economic needs of the residents.

With Respect To Research

President Johnson has expressed his deep concern that less than $1/10$ of 1% of Government Research Funds have been devoted to housing. And with respect to our people, there is a serious lack of research in-depth of our housing problems and housing needs.

The University of California at Los Angeles, under a generous grant from the Ford Foundation, has sponsored the Mexican American Studies Project which has conducted what is probably the most sophisticated study of our people in the Southwest.

The advance reports provide statistical data and a new insight into the problem, but references to housing needs are general, and appear to be somewhat incidental to the report.

There is, however, sufficient knowledge about attitudes for us to make judgments as to the desires of Mexican Americans on the matter of housing.

And as we begin to analyze the trends of Federal Housing programs which envision the American middle-class ideal of hi-rise conglomerates and apartment complexes, we must conclude that this design is unacceptable and does not meet the unique needs of Mexican Americans.

We, therefore, recommend that:

1. The president establish a National Citizens' Advisory Committee on housing needs of Mexican Americans.
2. That such advisory committee operate through regional and state-level offices.
3. That in addition, the Department of Housing and Urban Development make a special grant to a prestigious university (preferably one which has conducted research among Mexican Americans) to conduct research in this field.
4. That the research team work in close liaison with the National Advisory Committee.

And now, as I recapitulate, I would like to place particular emphasis on three points:

First, that I have attempted to present a fair consensus about the subject matter.

Second, that the participation and involvement of the recipients in research, design, planning and implementation not be minimized.

And third, that the critical importance of Department policy adjustments be given deliberate consideration.

I trust, Mr. Secretary, that the recommendations which I have outlined today, have been received in the same spirit in which they were made; that is, with abiding faith that finally "Every family has an opportunity to get a decent home in a decent neighborhood."

I fervently hope that the response from the prestigious Cabinet Department you so ably represent will be both immediate and favorable.

This concludes my testimony, Mr. Secretary. I have necessarily limited the scope of my remarks; however, the witnesses who follow will no doubt expand upon my testimony and present significant and valuable additions.

Thank you. ■

Rehabilitating Existing Substandard or Obsolete Housing Through Self-Help Progress

by

LORENZO A. CHAVEZ
Attorney, Albuquerque, New Mexico

When I was invited to appear here I was asked to limit my statement to ten (10) minutes. Because of the limited time and the method of presenting the very narrow suggestion, it may sound parochial. It is however subject to broad general application.

The purpose of this paper is to give one example of what may be done to convert an already existing but substandard housing unit into an adequate one. No attempt is made to find or analyze problems. It is presumed that various existing service organizations can be recruited to help. It is presumed that existing vocational schools would be utilized. Of this latter, there are in existence, to name a few, University of New Mexico Demonstration Project, N.Y.C. administered by City of Albuquerque Public Schools, MDTA, ARA, OJT, administered by the U.S. Department of Labor and the State E.S.C.

Statistical data is kept to a minimum and such as is used is taken from a tract prepared by Philip Reno entitled *Poverty in Bernalillo County 1966*. Statistics are used only in a relative sense. U.S. Census tract numbers fourteen (14), twenty-three (23), twenty-six (26), thirty-one (31), thirty-five, forty-one (41), forty-two (42), forty-three (43), forty-five (45), and forty-six (46), are used to designate the areas. The figures used in the example are assumed and in actual practice would find many variables. It is hoped that others will expand on the illustration so as to make it generally applicable.

The percentage of families with incomes of less than Three Thousand ($3,000.00) Dollars ranges from twenty and eight tenths (20.8) in tract forty-six (46) to a high of forty-six and two tenths (46.2) in tract twenty (20). The percentage of adults with less than eight (8) years of school ranges from twenty-three and one tenth (23.1) in tract forty-three (43) to sixty and two tenths (60.2) in tract twenty (20). The percentage of substandard units ranges from fifteen and eight tenths (15.8) in tract forty-three (43) to sixty-nine and two tenths (69.2) in tract forty-two (42). The percentage of owner occupied units ranges from forty-six (46) in tract fourteen (14) to seventy-nine and five tenths (79.5) in tract forty-six (46). The percentage of unemployment ranges four and seven tenths (4.7) in tract forty-three (43) to fourteen and five tenths (14.5) in tract thirty-one (31).

The above referred to figures appear to show a relationship among education, employment and substandard or obsolescent housing. As you will see in the pictures shown you by Mr. Joe Romero, many of these substandard houses are of adobe construction. Adobe construction is a common type in the area.

It is recognized that some of the existing units have no value, the only value to the owner is the land value. For the moment your attention is directed to those units where there is a salvage value in the existing structure. The overall market value of the land and existing structure would run from Five Thousand ($5,000.00) Dollars to Seven Thousand Five Hundred ($7,500.00) Dollars with Nine Hundred ($900.00) Dollar to One Thousand Two Hundred Fifty ($1250.00) Dollars allocated to land. In order to convert the unit into a unit meeting minimum standards, labor and materials will be needed. In order to insure that market value increases by the amount of labor and material invested, the owner must have architectural or at least highly skilled design advice. This should include costs estimates. Very often one finds the owner of the two-bedroom with garage-attached house converting the garage into a third bedroom at a cost of Two Thousand ($2,000.00) Dollars without adding more than One Thousand ($1,000.00) Dollars to the market value of the unit. The type of owner we are dealing with is the one least able to afford this extravagance.

All responsible dealers in building materials and supply are in a position to offer technical advice. They usually have information regarding building codes and other requirements. In any event this guidance could perhaps be made available through the University. Students under the supervision of their instructors could not only do a good job, but acquire experience that they do not otherwise acquire in the classroom. Proper planning should salvage all or nearly all of the original market value.

Knowing what common and such skilled labor, such as electrical, plumbing, cabinet making, etc. is needed, the different vocational schools should be consulted to determine what they can contribute in the way of help with on-the-job training for their students.

The owner and members of his family should be able to provide most of the unskilled work. If he is a plumber or the like, he should be able to provide this as well.

It is suggested that in many instances, it will develop that with the labor furnished by the owner and members of his family and vocational schools, the cost of labor, skilled and common, would be as much as sixty (60%) per cent less than it would otherwise cost. For the purpose of this illustration, let it be assumed that Three Thousand ($3,000.00) Dollars had been estimated for these items, the saving here is Two Thousand Four Hundred ($2,400.00) Dollars.

I am informed that grossly speaking, building materials run from about fifty (50%) per cent of the cost. (Mr. Joe Romero, with the OEO Home Improvement project sponsored by the University of New Mexico, has informed me that in their program the cost of material runs about thirty-three and one-third (33⅓%) per cent.) In our case, the home owner would need Three Thousand ($3,000.00 Dollars to Five Thousand Five Hundred ($5,500.00) Dollars cash. When he has a job as a plumber he earns Two Dollars and Fifty Cents ($2.50) or more an hour or One Hundred ($100.00) Dollars per week. As a member of a minority group, he not only has less opportunities for advancement, but is among the first victims of reduction in force and the last to be called back. Consequently, he works thirty (30) to forty (40) weeks a year. This income and the several hiatus in his work year renders him a poor risk for the lending institution and a candidate for the high interest lender.

The savings and loan institutions cannot make the loan because without doubt he will miss at least two consecutive payments and the institution under existing Federal Home Loan Bank (FHLB) and Federal Savings and Loan Insurance Corporation (FSLIC) regulations would have to classify his loan as a scheduled item and suffer the reserve and other penalties imposed. Federal Housing Administration (FHA) will not insure the loan consequently insurance companies and other lenders as well, will turn him down. These different agencies will have to accommodate if the money is to be available. Once the money is available, assume that he pays one (1%) per cent or more above prime he should be able to borrow the Three Thousand Six Hundred ($3,600.00) Dollars at seven and one-half (7½%) per cent payable monthly over a period of twenty-five years at Twenty-six and 61/100 ($26.61) Dollars per month.

The end result for the owner will be an adequate housing unit with a market value of Thirteen Thousand ($13,000.00) to Fourteen Thousand ($14,000.00) Dollars with a mortgage of about Three Thousand Six Hundred ($3,600.00) Dollars with payments in the area of Twenty-six and 61/100 ($26.61) Dollars a month. I am informed that Public Welfare in some instances allows for such a payment.

In order that the highest market value per unit be achieved, it is not enough that the single unit have a value of at least the investment. It is necessary that the area itself be improved. Consequently it is suggested that two or three blocks at a time be studied and planned for. In many instances party walls can be used. In some instances perhaps co-dominion of back yards or patios might be worked out. When planning on this scale is done, then cost of material should be lower. Landscaping can also be better utilized to compliment the area. The planning should strive to avoid a project house look.

In getting into the multiple block rehabilitation, cooperation of the local authorities is imperative. Streets have to be paved, and water and sewage facilities must be made available.

The foregoing suggestion does not furnish adequate housing where no housing exists. It is not intended to. It does furnish adequate housing where inadequate housing exists. Every government unit would benefit from the increased valuation. The families involved would benefit not only from the more adequate house, but in the self pride of accomplishment and ownership. Mr. Joe Romero, to whom I have referred before, tells me that teachers have told him about the changed attitude of school children whose house has been renovated. ■

Rehabilitation of Homes, Job Training, and Community Involvement

by

JOSEPH R. ROMERO
Guidance Counselor, Albuquerque Home Improvement Project

Inadequate housing for the poor in both rural and urban areas of the United States remains a serious national concern. The issue is compounded by problems which are unique to the areas involved. Big city slum clearance and urban renewal projects involving tenement housing encounter some problems which have little in common with those of isolated rural and semi-rural housing, and vice versa. This does not mean, however, that housing renovation is completely different for an urban and a rural area; two important aspects of any program are community pride and the willingness of the people involved to help themselves, and these ingredients can exist in both the large and small community. What it does mean is that those individuals who initiate renovation and renewal projects must be familiar with both the physical characteristics of their community and the populations involved. With this in mind, let me discuss for a moment the physical and population characteristics of the University of New Mexico's Office of Economic Opportunity housing project located in Albuquerque and surrounding areas. The basic ideas behind our program are, we feel, applicable to a physical setting quite different from those in Albuquerque, but the Home Improvement Project is rather unique in a number of ways.

The communities in Albuquerque which are being served by the Home Improvement Project are, for the most part, peripheral urban communities which have many rural characteristics. That is, the houses in these communities are single unit, rather than tenement or apartment-type houses. In addition, families living in the houses are usually the owners, rather than renters, and this is probably important from the standpoint of developing a sense of community pride. The people involved are more willing to develop a community in which they feel they have a real interest.

The communities involved in the Home Improvement Project are also primarily inhabited by a Spanish-American population. The Caucasian and Negro populations of the communities are only a small segment of the total population. Thus, the problems one might encounter in a racially mixed community have not arisen in our project.

Another important aspect of our project in Albuquerque is the fact that the people involved are permanent residents of the communities, and have been for a long time. These are not transient or migrant populations. The homes which have been renovated through the efforts of the Home Improvement Project were, at one time, adequate residential units. They have deteriorated within the past few years, but they have not been abandoned by the original owner or his descendants. Thus, the problem of absentee ownership does not contribute to the problem of this project.

In effect, we were confronted with peripheral urban communities which have become stagnant, communities which have not moved into the mainstream of contemporary life.

The two most pressing problems we have encountered in these communities are inadequate housing and unemployment of the youth of the community. The solution, as we saw it, was to consolidate our approach, and to attack both problems at the same time. If we could provide a means for training the unemployed youth to become contributing productive members of the community, we would be utilizing one problem to solve the other. This is what we attempted to do.

Specifically, we found it feasible to train the unemployed youth of the communities in construction related skills, skills which qualify them for the job market at the end of their training, and thus help them acquire a sense of self-determination and pride in their own ability to achieve a productive place in society. The training program involves the renovation of community homes, which we considered our other major community problem. I think our concept will become somewhat clearer to you as I explain the training program in more detail. The Home Improvement Project training program is initiated somewhat as follows:

School drop-outs who have few or no marketable skills are selected for training by a board of community members who live in the area of rehabilitation. These boys range in age from 17 to 25 years. Approximately 350 boys have been involved in the program in the last two years.

The duration of the training period is approximately five months, during which time trainees receive two hours of classroom instruction a day, consisting of basic English, mathematics and citizenship. This instruction, whenever feasible, is related to the field training. In addition to classroom instruction, six hours of the day are spent in the community, repairing homes, adding rooms, and, in some cases, building entire homes. The trainees receive a stipend of $1.40 per hour while in the field.

During the training period the boys are given a set of tools, for which they are responsible at all times. The tools are carried back and forth from their homes to the job training, and boys are encouraged to use the tools in the evenings and weekends to supplement their income or help a relative or neighbor who does not qualify for help from the projects.

Classroom instruction is provided by professionals who speak Spanish, have a teaching certificate and know building skills. On-the-job training is supervised by local community sub-professionals who have building skills and experience. This further ties the project to the community.

Occupational information is given to the trainees in order that they might receive some impression of a number of different occupations. When a trainee shows a desire to obtain a specific kind of work for which he can qualify, applications are obtained from business firms in that field and a prospective employer is contacted by the trainee and his supervisor. After the trainee has been employed, constant follow-up continues for a certain period of time, in order that the trainee and the employer have a mutual source to come to in case of grievances. Approximately 75% of the trainees have been placed or have found jobs on their own after the training period. Many of these boys had never worked before and they are proud to be able to perform in a skill they had no idea they could learn.

We have found counseling to be a significant factor in helping the trainees adjust to a work situation and to retain a job once they are employed. Because of limited work experience, some of the boys have very little familiarization with punctuality and dependability on a job. We feel that the training program provides an opportunity to learn these essential attitudes by making each trainee responsible for his own tools, and by requiring punctuality on project jobs. In addition, personal problems are brought to the attention of counselors who are in a position to make responsible professional suggestions. The boys acquire the knowledge that someone does care.

Having looked at the project from the standpoint of the trainee program, let me shift my attention for a moment to the community member who lives in inadequate housing.

One only has to drive through one of many communities in the periphery of Albuquerque to see the condition of housing. Some homes are dilapidated on the outside only, but most are as bad inside. Since most of these homes are small and the families are large, the problem becomes very serious. It is not uncommon for entire families to own a two or three room house. In many cases there is only one bedroom. Lack of adequate space seems to be the main concern of the people. Addition of rooms to a small house with a large family has high priority in our program. I would like to note here that all homes improved and all room additions must meet the building codes of Albuquerque and the other areas served. The project follows the exact procedures required of a general housing contractor.

The same community board that considers trainee applications also considers home applications for improvement. The homeowner must meet the poverty guidelines as set forth by the Office of Economic Opportunity. The application is reviewed by the board members and his house is checked to see what repairs and additions are needed. Once the application is approved, someone from the project is sent to the house to determine what materials are necessary and what type of construction is desired. Then the homeowner buys the materials and work is begun on his home. The fact that the homeowner is required to participate financially in the project leads to a feeling of having an investment in the community. There are three crews of trainees working on three different homes simultaneously. Each crew consists of one foreman, who has construction experience, and approximately eight trainees, depending on the size of the project. The foreman is also the instructor in the field. The trainees observe the foreman and at the same time practice the different construction skills: plastering, cement work, roofing, block-laying, etc. These boys learn by doing, and our observation has been that they readily acquire the basic skills needed to gain employment.

Having talked about the trainee program and the contribution of the homeowner, let me take just a moment to discuss the Home Improvement Board, a third important part of our program. Board members are elected by the people of each community involved, one Board for each community. These Board members, as I have indicated previously, make the decisions regarding which houses in the community will be renovated. Periodically, as each constitution requires, an election is held to replace or re-elect members of the Boards. From seven to nine members serve on each Home Improvement Board. Meetings are held twice a month to discuss problems, air out differences, and obtain further ideas which will help the community. Placing the responsibility for making decisions in the hands of the community members helps develop both the community pride we are seeking and a community sense of self-determination.

If there is one key to the success of a project like ours, we feel it is community involvement. The essential feature of the Home Improvement Project is community members working together to solve common problems. We do not have a housing redevelopment program imposed from outside the community. Renovation and the program decisions are a local community effort.

Having seen this kind of community involvement at work, we think there are two features of such involvement that are primarily responsible for its success. The first of these is a sense of community pride which is achieved when members of the community learn they can begin to control their own destiny. The second is the willingness of the community members to work toward the solution of their own problems. These two features of successful community involvement, at least in our situation, seem to have gone hand in hand. Community members are willing to work together, and in so doing, they achieve a sense of community pride, while their housing standards are being improved.

Let me temper this by saying that community involvement, in and of itself, will simply not get the job done. Financial resources from outside the community have been a necessary part of our project. Albuquerque businessmen have contributed in excess of $30,000 worth of building materials to the project. The Office of Economic Opportunity has supported the project with $600,000 in the last two years. The involvement of the private sector of the economy has generated needed support for the project. It appears to me that the businessmen will participate in alleviating poverty when involved with concrete projects which improve people and housing.

I should say something more about the possibility of the application of our program in other areas. I am not sure this approach would work in New York City or Boston, but I think the Home Improvement Project approach will work in the Southwest. I say this because I think most, if not all, of our Southwestern cities have housing problems and unemployment problems which are similar to those in Albuquerque. The problems of an urban ghetto are perhaps so fundamentally different that our approach will not work; I am just not sure. I am, however, vaguely familiar with the P.E.P.S.I. Project in Cincinnati, Ohio, which is utilizing an approach similar to ours. They are renovating urban slum housing that has been condemned. They are training the unskilled to accomplish this job much in the manner that we are, except that the trainees are not necessarily members or previous members of the community being renovated. Possibly, the Home Improvement Project can be used as a holding action in marginal neighborhoods slated for eventual urban renewal projects. Many urban development projects are several years in the future. In the meantime, the rate of deterioration of neighborhood areas could be slowed down by improving housing, generating community pride and training community members to fully participate in the nation's economy as wage earners.

In conclusion, I feel the project has demonstrated the feasibility of combining housing improvement, job training, and upgrading of community values. The Office of Economic Opportunity has supported the demonstration period of this project. It is now up to the Department of Housing and Urban Development and the Department of Labor to cooperate in developing a strategy which will continue this successful marriage between job training and home improvement.

Mr. Secretary, we would welcome any aid from your office.

Before I entertain questions concerning our program, I want to pass around a small pamphlet which will perhaps supplement what I have already said. ■

Community Facilities

by

REVEREND HENRY J. CASSO

Vicar of Urban Ministry, Archdiocese of San Antonio

Mr. Chairman, Commissioner Vicente Ximenes, Mr. Secretary Weaver, Members of the Cabinet Committee; I am Father Henry J. Casso, Vicar of Urban Ministry from the Catholic Archdiocese of San Antonio, Texas.

May I take the opportunity first, to express admiration for your willingness to personally receive the recommendation that will be directed to you today on behalf of the Mexican American people, second, to indicate the great expectation many of us of Mexican descent have in the Inter-Agency Cabinet Committee for Mexican American Affairs, of which you are a member.

I have been asked to develop my remarks about a need to which your department already is committed, namely, the need for Multi-Purpose Service Centers in the Southwest.

The problems of the Mexican American are many and varied. They are not his or hers alone, they belong to the total Society in which he lives, too often caused by that society of which he is part. For this reason we turn to the nation, represented by you today, to offer a few recommendations.

President Johnson in his message on the *Problems and Future of the Central City* (March 2, 1965) stated . . . "The City is not an assembly of shops and buildings . . . It is a *community* for the enrichment of the life of man . . . Our task . . . is to create and preserve the *sense of community* with others, which give us significance and security, a sense of belonging and of sharing in the common life . . . ."

This precisely is the hope and aspiration of the Mexican American, that he be a part of the community in which often he is the majority, that he have a part in the destiny of his community, that he be able to help shape the destiny of his community in relation to his nation, for which he has been, up to this point, willing to die.

The idea of community is not foreign or alien to those of Mexican descent. It has been and is an historical integral part of the culture which palpitates in the very being of every Mexican American. From the Indian tribe, the Spanish colonization, the evidence in the structure of the Catholic missions up and down the Southwest, characteristics of some of our towns even today witness the interplay of the Federal, State buildings, the Church, the buildings of importance in community life, side by side, each opening into the plaza, where all as one, might enjoy the feeling of "belonging to this, my community."

In one of your own publications, called, *Enriching Community Life* (Dept. Housing and Urban Development—August, 1966—HUD 1 P, p. 2) it is stated, "They must be able to identify with the neighborhoods in which they live and with other people who share similar problems and common needs." What is it that makes up a neighborhood, or what is that which makes a people want to identify? I have seen in my own community where Demonstration City lines cut through physically defined neighborhoods with no rationale other than . . . "The area for application eligibility must fit a determined amount of people . . .". I would recommend that in future applications for such magnificant programs such as Demonstration City, that your own statement above be followed, in order to avoid further frustration of an already dejected people.

For a people to feel part of Community, I urge you to further carry out the Multi-Service Centers facilities in the Southwest. I have noted that as of the July 1967 report covering Neighborhood Facilities approved through June 30, 1967, in the United States, 103 are on the drawing boards or had been completed. Thirty-four of these facilities are in the five Southwestern States, where the bulk of the Mexican American population lives.

I have further noted that the area of the nation which has begun to receive national attention as to its economic deprivation, probably worse than Appalachia, is without this type of facility. I am cognizant of the fact that one is planned in Corpus Christi, Laredo, and I hope to do something about San Antonio. The area, however, the home base for the majority of migrants who work the fields of the nation, an area of some of the worst incidence of poverty is excluded.

In making these remarks, I am not blaming you or your department, or the Federal Government for the lack of these facilities. I am well aware that your role is but to provide these programs. Each community, its community leadership, and in our case the Mexican American leadership, must work for their implementation.

The lack of working for programs of this nature is founded on an absence of knowledge or information about them, this in itself is an argument for the need for such a center to disperse information about all programs geared to the betterment of our nation's needy. I would recommend that a positive information drive regarding these facilities be immediately begun.

I would recommend that you listen to some of our leadership for evaluation of attitudes of board members on those Community Action boards which are made up of several counties and where anti-change attitude prevails. What is done when the attitude prevails . . . "All is well, we have no problems . . . We are already doing those things . . . We do not want the Government telling use what to do." Be vigilent of those cases and offer them special assistance.

I would recommend that proposals be read by those sympathetic to the special social, economic needs of our people in the Southwest and the temperament of the Mexican American when facilities and programs such as this are intended for his use.

Finally, it is my opinion the multi-purpose center concept is sound and badly needed. I can see it to be a valuable instrument in the uplifting of the Mexican American in the Southwest. It can go a long way in providing for the Mexican American many programs of opportunity that too often he is unaware even exists. With his innate drive toward community, the above remarks of our President will more speedily be achieved.

At a time when our congress is seeking financial curtailment, cutbacks, trimming down, etc., you can well use their argument in support of more of these facilities as a means to avoiding duplication of efforts, as a means to disperse badly needed information to people who too often are left out of the picture.

As a clincher, can you imagine what tremendous roles these multi-service centers could have performed during the devastation of Beulah, and what they could be doing now, coordinating all the Federal Programs to be needed in developing South Texas, coordinating with and for the little man, the one in whom we all say we are interested and for whom we say we work.

God bless you and thank you. ■

Urban Renewal Problems

by

PETER G. GARCIA
Vice Chairman, Urban Renewal Board, San Antonio, Texas

The problems of urban renewal stem in many instances from the antiquity of existing Urban Renewal Laws. My presentation will deal primarily with a section-by-section analysis of needed improvements in existing Urban Renewal Laws governing the making of Relocation Payments.

I. The maximum relocation payment that may be made or recognized for moving expenses and actual direct loss of property, for which reimbursement or compensation is not otherwise made, to an individual or family shall not exceed $100.00 with respect to moving expenses incurred and actual direct loss of property suffered prior to September 23, 1959, and $200.00 with respect to such expenses incurred and loss suffered on or after September 23, 1959. The maximum relocation payment that may be made or recognized for moving expenses and actual direct loss of property, for which reimbursement or compensation is not otherwise made, to two or more unrelated individuals occupying the same dwelling unit shall not exceed $200.00.

The 1965 Housing Act authorizes a new relocation payment and its inclusion does not affect the maximum $200.00 limitation on relocation payment. The new payment considers storage cost as an eligible moving expense. Storage costs are eligible for inclusion as moving expense in connection with any claim for relocation payment for moving expenses which had not been paid by the LPA prior to December 8, 1965. With the inclusion of storage cost no upward revision in maximum payment allowable has been made effectively negating the effects of the new provision.

On the basis of past relocation experience the Urban Renewal Agency of the City of San Antonio strongly recommends that relocation payments to families and individuals be made on the basis of actual costs incurred with a revised maximum limit of $500.00.

II. Fixed payments to eligible project residents not owning furniture shall not exceed (1) $5.00 for an individual, and (2) $10.00 for a family.

The Urban Renewal Agency of the City of San Antonio has found these amounts very inadequate to meet the needs of family and individual relocatees. In addition, families and individuals may own extensive possessions which do not fall under the category "furniture", thereby disqualifying them from any financial compensation connected with the move.

On the basis of past relocation experience, the LPA strongly recommends an increase to $15.00 to cover moving expenses of an individual not owning furniture, and an increase to $25.00 to cover the moving expenses of a family not owning furniture.

III. The total relocation adjustment payment that may be made to a family or elderly individual shall be an amount not to exceed $500.00 which, when added to 20% of the annual income of the family or individual at the time of displacement, equals the average annual gross rental required for a decent, safe, and sanitary dwelling of modest standards adequate in size to accommodate the family or individual (in the urban renewal area or in other areas not generally less desirable in regard to public utilities and public and commercial facilities) as determined by the LPA.

Although a family, regardless of age or family composition, is eligible for a relocation adjustment payment, only elderly individuals (62 years or more) are eligible for such payments. Under this provision a 60 year old individual, subject to displacement because of Urban Renewal would not be eligible for the payment. This example is *not* common. Although an elderly individual is less capable of obtaining gainful employment than a non-elderly individual, relocation imposes heavy financial burdens upon the indigent regardless of age. We feel that the non-elderly individual who is forced to relocate from an urban renewal project is not now adequately compensated under the provisions of the law.

On the basis of past relocation experience, the Urban Renewal Agency of The City of San Antonio strongly recommends the eligibility of individuals less than 62 years of age provided other eligibility requirements are met.

IV. Local Public Agency Letter No. 322 establishes the following eligibility requirement for a relocation adjustment payment "the family or individual must be unable to secure a dwelling unit in low-rent public housing."

In the City of San Antonio there are 12 (twelve) housing projects randomly situated throughout the city. Meaning that when the LPA submits a relocatee's application to the Housing Authority a unit may be available at a distant project and the claimant's refusal of the unit disqualified his/her claim for a relocation adjustment payment.

It is the feeling of the LPA's Relocation Staff that this requirement is a direct violation of the objectives of relocation:

1. Families and individuals displaced by a Title I project shall have the full opportunity of occupying housing that is decent, safe, and sanitary, that is within their financial means, *and that is in reasonably convenient locations.*

2. Displacement shall be carried out with a minimum of hardship to site occupants.

On the basis of past relocation experience, the Urban Renewal Agency of the City of San Antonio strongly recommends that in localities with more than one low rent public housing project that relocation adjustment payments should not be denied individuals or families who elect to relocate in proximity to the urban renewal project due to the fact that assisted low-rent public housing projects are not available in proximity to the urban renewal project or are less desirable in regard to public utilities and public and commercial facilities.

V. And still a greater hindrance is a state law that prevents a Local Public Agency from providing land within an urban renewal project for the construction of low rent public housing project use.

The problem of not being able to adequately compensate an owner or operator of a business concern for the substantial loss of patronage as a result of the move from an established location within the urban renewal project.

VI. The problem in which Section 114(b)(1) of Title I of the Housing Act of 1949, as amended, provides for payment to any displaced business concern or non-profit corporation for necessary moving expenses and actual property losses up to $3,000.00 or if greater, to the level of certified moving expenses.

Experience in working with this section of the law has proven difficult to administer and often results in injustice to the displaced businesses. The following example illustrates both the administrative complexity and the possible injustice. Example: A displaced businessman who has a direct property loss of $3,000.00 together with actual moving expenses of $5,000.00, must choose reimbursement of *either* of these claims, but not both. At the same time, another displaced businessman with an actual moving expense of $5,000.00, but no direct property loss, can receive payment of $5,000.00.

On the basis of past relocation experience the Urban Renewal Agency of the City of San Antonio strongly recommends the elimination of the feature which combines consideration of claims for direct property losses and moving expenses, and the recognition of each as valid, separate claims. ■

Presentation

by

Lauro Garcia, Jr.

Director, Guadalupe Organization, Guadalupe, Arizona

Mr. Secretary, distinguished members of the panel, invited guests to the historical conference in El Paso, Texas: I thank God for the freedom of speech of our country whereby, views are exchanged to alleviate suffering through constant progress. I Thank God that a relatively unkown individual like me has been entrusted the mission to testify on behalf of the Mexican American. To be associated with the many others here of Mexican American Descent who are also entrusted with this honor is indeed a privilege. However, it is my feeling that while all facets discussed here are most urgent and needed, we must come "face to face" with real facts and a sincere determination to unmask goblins.

The Mexican American whose history dates back to the discovery of *America del Norte* is way down on the totem pole and who now composes the gravest concentration of poverty. This conference in my opinion has failed in its objective for ". . . face to face intensive discussions directly with those who know most about the special problems of Spanish Surnamed Americans." (Mexican-American News, October 19.) It is ironic that the one man who has demonstrated to us all the art of keeping peace in the battles is conspicuously missing. From him we have learned that the ingredients are not only determination, dedication and hard work but unrelenting patience. It is Symbolic that the Farm Labor Union of Delano, California is not participating. The Administration has not taken the steps to protect the dignity of the farm worker who sweats daily to put our meals on the tables. Yet, the farmer is well protected and subsidized. If there is a Mexican-American in this country right NOW who has proven to all of us that the Mexican-American CAN and MUST stand on his two feet and fight his battles and also keep peace it is Mr. Cesar Chavez, a man of the fields, a farm worker, supposedly an illiterate by social standards.

In the factories, in the fields, and at this conference, scores of Mexican Americans have taken courage from his lone battle with the war on poverty. The Administration is trying to cure cancer with mercurochrome; that cancer which has made once proud Mexican Americans ashamed of their heritage. Then there are the many Mexican Americans who fail to see the REAL needs and who are applying the band-aids after the mercurochrome. Yes Mr. Secretary, unless we are ready to fight the Barry Goldwaters in my state of Arizona who talk of damming the Colorado River whose water flows into Mexico and which action will result in serious future consequences; unless we are ready to fight the Ronald Reagans in California who speak of peace but who puts prisoners into the farm labor force (as of October 25, 1967 approximately 400 prisoners are in the fields, confirmed by Mr. Cesar Chavez), we are masquerading.

Are we here to produce the mercurochrome or to grapple sincerely with the problems that have plagued and continue to plague our people? You, Mr. Secretary, are in the best position possible to answer this question.

Because many people that should be here testifying were not even invited to listen, I in conscience refuse to testify.

(*Following the presentation of this paper the hearing monitor, Mr. Albert Pinon, stated: "As monitor of this hearing, I would like to clarify for the record that Cesar Chavez was invited to testify on the problem of farm labor; he chose not to be here. I respect his desires not to be here, but let's have it on the record.*") ■

The Housing Problems of New York Puerto Ricans

by

JOSE MORALES, JR.

Executive Director, Puerto Rican Community Development Corporation, New York, N.Y.

I am pleased indeed to be present today in El Paso at this Inter-Agency Conference on Mexican American Affairs. I bring greetings to my Mexican American brothers from the Puerto Rican Community Development Project of New York City.

Although this conference was convened as a consequence of many years of community organization activity, protest and agitation by Mexican Americans and therefore must rightly focus on their problems, may I note that we Puerto Ricans, who now number more than one million throughout the United States, share many of your problems.

We see this conference a milestone in focusing national attention on the aspirations of the Spanish-speaking people of the United States.

May I, at this time, also express feelings of warm fraternity for the Chairman of the Inter-Agency Committee, Commissioner Vicente Ximenes.

Ximenes has demonstrated a genuine understanding of the problems faced by Puerto Ricans in numerous communities in our nation.

I have been invited to this conference to speak of the housing problems of Puerto Ricans. In order to do so one must see Puerto Ricans in a broader context as migrants and as disadvantaged people in New York City.

To begin with, Puerto Ricans have been migrants to the United States ever since the turn of the century.

The basic reason for Puerto Rican migration is similar to that which impels most people to move from one place to another . . . . Irishmen across the Irish Sea to Britain, Algerians from Algeria to France, Spaniards from Spain to Germany, Italians from southern Italy to northern Italy . . . . The search for better opportunity.

Migration figures as published by the Commonwealth of Puerto Rico, Department of Labor, indicate that the bulk of the Puerto Rican migration occurred since World War II. In the decade 1950 to 1960 New York City witnessed a 150% growth in Puerto Rican population from some 246,000 to 613,000 persons.

According to the 1960 Census:

(a) Puerto Ricans although 8% of the 1960 population, constituted 19% of the poor of New York City.

(b) A young population, median age 22 years, Puerto Ricans have a high birth rate, a reported 40 per thousand.

(c) The 1960 median income for Puerto Rican families was only $3,800; for non-whites $4,400 and for other whites $6,600.

(d) 54% of the Puerto Rican families had incomes of less than $4,000; non-whites 44%; while for the residents of the city as whole 25%.

(e) Puerto Ricans unemployed were one in ten (9.9%); non-whites one in fourteen (6.9%) other whites one in twenty-five (4.3%).

(f) The average Puerto Rican adult had only 8.3 years of schooling—the average city adult 10.2 years. However, 53% of adult Puerto Ricans over 25 years of age never finished grade school.

The post-war migration of Puerto Ricans was to a New York City with an increasingly obsolescent housing supply.

A report released by the Department of City Planning after the 1960 Census stated, "In terms of physical deterioration of housing . . . . renewal needs (of New York City) potentially involve eight hundred thousand to one million units, approximately one third of the City's entire housing supply."

New York City contains some 40,000 so called "Old Law Tenements" built before 1901. They contain some 335 thousand apartments and house close to a million people.

On June 29, 1936 more than thirty years ago, the New York Times "editorialized:"

> **Built fifty or seventy-five years ago, 66,000 old law tenements still stand, a blot on our urban civilization and a reproach to those men of leadership and genius in our cities who have solved so many other social problems and failed to solve this vital one. In these ancient rookeries men, women and children still live under conditions which are repulsive to every humane instinct and defy all modern housing standards.**

A great number of those who live in "Old law Tenements" are Puerto Ricans.

Another problem has been single room occupancy. In 1960 in New York City, 21 thousand of 156 thousand Puerto Rican house holds or one in eight, lived in single rooms. The same problem, somewhat diminished, continues to plague us today.

In essence the 1960 housing Census revealed that Puerto Ricans own few homes of their own (95% of Puerto Rican families rent apartments), that Puerto Rican families were large and lived overcrowded, that these families lived in housng concentrated in the oldest residential structures in the City.

To deal with the problem of housing of Puerto Ricans, requires the resolution of the housing problems of all disadvantaged New Yorkers in the city. While Puerto Ricans may live in much of the most dilapidated and deteriorated housing in the city, we share this misery with people of other races and other nationalities.

The most acute housing need in the City of New York, is for new low-rent housing. However, between 1946 and 1965 some 200 thousand housing units were demolished. Since these were largely sub-standard, it is safe to assume that they were low rent units. Yet, during the same period, only 97 thousand low income units were built. This represents a net loss of about 100 thousand low rent units which of course affects the Puerto Rican seriously.

There is a paradox in that demolishing old slum housing, is a real threat to Puerto Ricans. This housing as bad as it is, is housing at low rents, housing within the means of many thousands of families.

Destruction of this type of housing without simultaneous replacement, has been calamitous in a New York City where the vacancy rate for low rent housing is much less than 5%. One consequence of the shortage, is a City rent control program that protects low income families who would suffer greatly if controls did not exist.

During the same period, more than a half-million middle income and luxury units were built . . . housing that most Puerto Ricans can not afford.

The decay of entire neighborhoods is a problem affecting Puerto Ricans and their disadvantaged neighbors in many parts of the city. Block after block has deteriorated as the other residents move out from the neighborhood. The network of organizations, institutions and service agencies that make up an organized community life disappears with them.

Neighborhood social controls that assumed safety and tranquility no longer exist. One has only to go to a neighborhood in New York to see an extreme case in point.

Brownsville-East New York was until recently a low middle income Jewish, and Italian neighborhood. These families have since moved out.

Brownsville-East New York today looks as if a war was fought there, with house to house battles on almost every street. The neighborhood now looks as if the battle is over. The enemy has left the area in possession of the local inhabitants. Fires are prevalent, personal security is at a pretty low state. A community worker of an agency that my project contracts tells me that he doesn't do house to house visiting after sundown and points out that on his block there is a grocery store that does its business only through closed gates in the evening; people line up outside the store and receive their goods through the iron barricade. This unfortunately is the quality of life in many of the neighborhoods in New York City where Puerto Ricans live.

Great hopes were once placed in urban renewal but as far as Puerto Ricans are concerned, it has been by and large a tragedy. Relocation to safe and sanitary housing has been largely a myth.

In urban renewal areas, Puerto Rican families are promised public housing as a solution to their plight. In many instances, they turn out to be empty promises and these families find themselves being relocated to substandard apartments in deteriorating or decaying areas, or actual slums at higher rentals than they paid before. In the name of "progress", the hoax continues to be perpetrated again and again, as low income residents are displaced from the areas where they reside without being provided with adequate substitute housing at rents they can afford.

As it may be years before there is an open market of standard, safe, sanitary housing for poor people at prices they can afford, all possible efforts must be made to prevent the transition of "good housing" areas, into "deteriorating" areas and further into "slum" areas.

Code enforcement to prevent continuing deterioration of neighborhoods and to assure minimum standards is a vital housing tool.

In New York code enforcement continues to be fragmented and poorly financed. There are considerable delays in responding to requests for inspection in locating violations and processing these.

It seems to us that Federal, State and Municipal allocation of resources must be combined if we are to adequately finance a code enforcement program that helps us keep whatever good housing we have today in the city.

Discrimination is appalling to Puerto Ricans. In Puerto Rico we have been accustomed to dealing with one another as persons rather than symbols. There are no minorities in Puerto Rico; we are all members of the majority group—we are all Puerto Ricans. The "minority" in Puerto Rico is the political party that loses an election.

Race prejudice combined with poverty, however, have forced Puerto Ricans to live in the worst housing in New York City.

In New York City and State, we have seen passage of legislation prohibiting discrimination in housing. While having the laws on the books is not the total answer to the problem it nevertheless establishes a public policy and a guide for conduct.

There are communities where such legislation does not exist and Puerto Ricans and other minorities not protected by equal housing laws.

We look forward to the day when it will be national policy to prohibit housing discrimination and join with our brothers in working for passage of appropriate Federal legislation.

The job will then be as it is in my home state, to make certain that the law works and that every one has freedom of opportunity in selecting a place to live.

The housing problems, therefore, of New York Puerto Ricans are decaying neighborhoods, discrimination, poor urban renewal, inadequate code enforcement and a shortage of low rent housing.

While we are a resourceful and energetic people and expect to struggle our way out of the many problems we face, we know that the resolution of some of the these problems lies beyond us.

We submit that what is needed in New York City and all the nation's major urban centers is massive federal and private financial investment in rebuilding neighborhoods.

The new Model Cities program appears to be a significant step in this direction. New York City has already moved, projecting three large neighborhoods for Model Cities programs. It is now up to the Congress to respond to this initiative.

The Soviet Union according to a report in the New York Times, is on the way to a major break through in city rebuilding through the new technology of low cost pre-fabricated housing.

If it is our destiny to compete with the Russians in all fields, let us then compete in this as well, for the race to rebuild our cities is more significant than the race to the stars. ■

The Need for Research and for Experimental and Demonstration Projects

by

Peter R. Perez

Executive Director, Ramona Housing Project, Los Angeles, California

Here and now, authorization must be provided for research and studies in the following areas:

> Improved and standardized building codes and regulations, and their more uniform administration.
>
> Standardized dimensions and methods for assembly of home-building materials and equipment.
>
> Improved residential design and construction.
>
> New and improved types of housing components, building materials and equipment, and methods of production, distribution, assembly, and construction.
>
> Sound techniques for the testing of materials and types of construction and for the determination of adequate performance standards.
>
> Appraisal, credit, and other housing data.
>
> Housing needs, demand and supply, finance and investments.
>
> Land costs, use and improvement, site planning and utilities.
>
> Zoning and other laws, codes, and regulations as they apply to housing.[1]

The above recommendations, while pertinent and comprehensive, are not my answers to you at this time. No, they are research proposals spelled out eighteen years ago in Title IV of the Housing Act of 1949. Almost two decades have gone by and they still await fulfillment.

So, it would appear that however well we may attend the task of establishing the need for research and for demonstration projects and of pointing to specific recommendations, we may, in the end, find ourselves confronted with that perennial problem—the lag in implementation—which might be illustrated by the following story.

An old farmer who was working his field was approached by the local county agricultural agent and was soon deluged with suggestions and pointers on new methods to increase production, and so on. Finally, the old farmer shook his head, "Now, look here. There just ain't no use talking to me anymore. Even now, I ain't farming as good as I know how."

As well as we know how . . . . Well now, aren't we supposed to be a nation leading others in "know-how"? And if we are, can't we apply this knowledge to housing? And, then, can't we demonstrate that better homes can be built at prices people can afford?

Let's start all over again. We are talking about the need for research, the need for demonstration and pilot programs in the field of housing, especially low-cost housing. The audience is the federal government and the facts, the feeling, and the flavor will come from an important part of this nation, those Americans of Mexican descent.

Now, the general needs in housing are well-known and apparent. President Johnson, in his 1965 "Message on the Cities" spoke of "over nine million homes . . . run down and deteriorating; over four million (without) running water or even plumbing."

The needs for most Spanish-speaking people seem obvious and frustrating. In the area of East Los Angeles during the period 1960–1965, deteriorating houses increased 35% from 10,905 to 14,730, dilapidated units went up 30% from 2792 to 3630.[2]

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[1] Housing and Home Finance Agency, *A Handbook of Information on Provisions of the Housing Act of 1949*, p. 18.

[2] Bureau of the Census, *Technical Studies*, Series p–23, #18, p. 70.

Further, in selected survey areas of East and South Los Angeles in 1965, the housing position of Caucasions with Spanish surnames, as a group, was inferior to that of the non-white, in that their sound housing, percentagewise, was less.[3] This substantiates a similar conclusion drawn by Leo Grebler in 1963 as part of a real estate research program at the University of California at Los Angeles relating to a larger area, the census-defined standard metropolitan statistical area composed, in this case, of Los Angeles and Orange Counties.[4]

In his own way, the man in the streets of East Los Angeles expresses his concerns.

> "Long-term, low-interest loans to rebuild the Mexican sector."
>
> "Loans for repairs or remodeling are hard to obtain by the Mexican American."
>
> "Clearance of slums."
>
> "Lower interest rates, can't afford the monthlies."
>
> "The Mexicanos don't really know what's available."
>
> "Why don't they build homes I can afford."
>
> "Lend us money so we can build what we want."

These are real and meaningful to him.

Can these concerns be answered? Can a nation as productive, inventive, and resourceful as ours fail to respond?

It's not that nothing has been done or that there are no resources. HUD, for example, has provisions to make low-income housing demonstration grants to develop and test new and improved means of providing homes for low-income families. Demonstration projects include but are not limited to construction of housing. Demonstrations can also be funded for other aspects such as design, land acquisition, land use, and financing.

Among programs approved for execution is a plan to provide new, privately-developed dwellings to families under leases with an option-to-buy provision. Another proposes cost-cutting methods for building apartments to be tested under conditions free of building code requirements generally preventing use of such methods. The number of such grants is growing, from 31 in June, 1964, to 54 through September, 1965.

In California, the three programs cover 1) the testing of evaporative cooling in hot, dry areas, 2) condominium apartments for low-income families with an option to buy, and 3) design and provision for low-cost construction of housing for migratory workers.

Further, there is no dearth of technical knowledge or technical skills. Research people are coming up with lighter metals, better plastics and resins, and an unending list of new materials with exciting possibilities. Our engineers and architects can adapt and apply these products to give us better shelter—with safety, economy and durability built in. We know of polyfoam-sandwich walls, heat-radiating surface coverings, jointless roofing materials, light-guage steel skeletons, prefabricated lightweight concrete slabs, and so on. And our assembly-line technology ranks second to none.

Yet Richard Neutra was talking about the promises of these new materials in 1941. And a United Nations committee after six years of meetings summarized, "there is little knowledge available of the appropriate scale of mass production of different materials and components at which costs are the lowest, the attainment of which is the aim of standardization."[5]

Other evidence that a gap exists appears in a statement resulting from a joint conference of HUD, OEO, and the Department of Justice in December, 1966, "The gap would be narrowed if private industry could develop more advanced housing techniques and apply them on a mass production basis."[6] Add, then, this solemn statement from "House and Home", "There is no doubt that the housing industry cannot take full advantage of the technology available."[7]

At the same time that research and demonstration projects would seem to be pointing to new horizons, only this April, Frederick A. Fay, National President of the National Association of Redevelopment and Housing Officials, quoted the *Journal of Housing*, June, 1962, on Urban Research, "The fact is that at the present time there is no adequate program of either basic information development or research directed toward the solution of urban problems. Research effort is fragmented among a variety of public and private research groups, foundations, and universities, without any agreement on priority needs or coordinated goals. The present organization of research in the urban field is inadequate, unorganized, and wasteful. . . ."

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[3] Ibid., pp. 56 and 70.

[4] Leo Grebler, *Metropolitan Contracts*, p. 48.

[5] United Nations *Proceedings of the Ad Hoc Meetings on Standardization and Modular Coordination in Building*, p. 8.

[6] HUD, OEO, and Department of Justice, *Tenants' Rights, Legal Tools for Better Housing.*

[7] House and Home, *New Directions for the Housing Industry,* Volume 23, #1.

"A piecemeal approach to the collection of urban information and to urban research will not make a dent in the solution of urban problems . . . any more than such an approach would have produced an atomic bomb—or will put a man on the moon. What is needed is a sufficient commitment of research funds in competent hands for a reasonable period of time, to make a "breakthrough". Universities, foundations, private research groups, professional and business associations all have a contribution to make. But only the federal government is in a position to see the need as a whole and to coordinate the effort. It is essential to have a framework of priority research and to assign roles to produce it. Only the federal government can take the leadership and provide the substantial block of financial assistance necessary to accomplish the task."

He then addes, "The interim years since 1962 have only made this NAHRO statement *more urgent*."[8]

Then Robert K. Merton notes, "research in the social psychology of housing is in its barest beginnings . . . ." "Housing is a social institution undergoing relatively rapid changes."[9]

So, a gap exists. In spite of efforts spent and steps taken, there is a very evident and demonstrable need for more research, for more demonstration programs toward that goal of making better housing available for more people.

There appears to be no hardship in identifying our problems in general terms and making our recommendations in broad form. The two tasks, to seek knowledge and then to prove its application and worth, must continue, in fact, must be accelerated. The fields covered in the Housing Act of 1949 are valid and need no restatement here.

But, we might pose some questions and raise a few points. We must be resourceful and forceful to achieve the goal of placing families in homes of their own and thus instilling pride and hope. Can we subsidize land acquisition and still maintain dignity? Would tax waivers or subsidies erode integrity? Can we afford not to take calculated risks in establishing more liberal fiscal policies? Would this not be better and cheaper than providing extra services into areas of low tax yield? Substantial financial assistance—a hand, not a handout—will be needed unless or until a major breakthrough in technological advances is achieved.

Even so, there will still be the matter of implementation—the problem of farming as well as we know how—the furthering of the promise from flower to fruition. Faith and imagination, dedication and boldness, perserverance and a sense of urgency—all must be rekindled. Someone said, and I echo, "I want to begin that process today."

Finally, last but not least, are some specific recommendations that are of concern to the Mexican American community:

1. The establishment of housing information centers which, with bilingual staff, would reach out to individuals and the community. They would help identify the needs and problems of the community and assist with the establishment of "workable programs". Each would be a research lab looking into and assessing the "Barrios".

2. The establishment of small, four-to-six unit clusters of senior citizen homes, salt-and-peppered within the community, so that no lasting relationships would be severed. Studies would substantiate, we feel, that the Mexican oldster, because of his unique cultural background, cannot be separated from his family and community and be institutionalized.

3. Research into the financial capabilities of the low-income Mexican American to acquire a home under conditions and terms he can afford.

We must move now. We cannot delay. By helping this segment of the people, we will strengthen the whole nation. ■

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[8] Frederick A. Fay, *Before the Subcommittee on Housing, Committee on Banking and Currency, House of Representatives*, April 19, 1967.

[9] Robert K. Merton, *The Social Psychology of Housing, Current Trends in Social Psychology.*

War on Poverty Hearing

before

THE HONORABLE R. SARGENT SHRIVER

DIRECTOR, OFFICE OF ECONOMIC OPPORTUNITY

V.I.S.T.A.

by

FACUNDO B. VALDEZ
Center for Community Action Services, University of New Mexico

The V.I.S.T.A. Program makes available to the Mexican American a valuable resource. The problem of how to utilize this resource is one that is not yet fully solved. On the one hand there is the energy and willingness of a great number of individuals who are able to give of their time to see what they can do to help solve the problems of those less fortunate members of our society. The problems of the Mexican American, I feel, need a greater understanding if the VISTA Program is to have a greater impact. I would like to discuss with you some of the impressions and effects that the VISTA Program is having as it relates to the Mexican American group. I will also offer some suggestions as to possible improvements or solutions to the elements in the VISTA Program that could provide better service to the Mexican American community.

The volunteer assigned to work among the Mexican American community is faced with a world of paradoxes, and contradictions. The Mexican American is found in the urban ghettos in our cities, in depressed rural areas, or in the migrant stream. Some are of recent origin; others are descendents of people who arrived in this country in the sixteenth century. Wherever they are found, problems of poor education, unemployment or under-employment, poor housing, poor health, poor social justice and just being plain poor prevail. These conditions give rise to social and group disorganization which in effect limit the alternatives that can be utilized to substantially change the conditions under which they exist. Although these conditions vary from state to state, on the whole, this is what a volunteer working in a Mexican American community will face.

It has been said that "underneath the easy-going attitude" of the Mexican American is a structure like an iceberg. Submerged or hidden is a vast block of apathy, hositility, and bitterness fed by a reservoir built by decades of mistreatment and misunderstanding.[1] Others have called this attitude a conspiracy of silence.

If the VISTA Program is to have greater and continued success, it must learn how to cope with these problems. More refined methods in the areas of training, recruitment, placement and supervision are needed if VISTA Volunteers are to function at their maximum capacity.

The Volunteer and the Programs

Under the programs VISTA has started, two distinct projects are possible. First is the regular VISTA Program and a more recent approach, commonly known as a VISTA Associate Program; the primary difference between the two being the length of time the volunteer is asked to serve. The regular VISTA Program, according to my experience, has appealed basically to two levels of individuals. One level is made up of young college and early twenties age group. The other group tends to attract retired or retirement age people. For the most part, these individuals have been in a position where joining VISTA was a clear alternative in their lives. I have found volunteers to have a fairly high level of education, good intelligence and a definite desire to provide a useful service to society.

The most limiting factor that one often finds in volunteers, especially the younger ones, is that they lack experience in adjusting to placement. Field expediency to function in a poverty situation seems to be a trait not commonly part of a volunteer's background.

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[1] Associate VISTA Training Proposal, Center for Community Action Services, University of New Mexico, 1967.

It would be possible to conclude from past experiences that only individuals with a wide range of alternatives will respond to the VISTA's program concepts. If this were so, it would have the net result of effectively eliminating Mexican Americans as volunteers. I don't think that VISTA wants this to happen.

Perhaps with some flexibility in recruitment, training, and assignment, it would be possible to interest a greater number of Mexican Americans to volunteer for this important component of the War on Poverty.

It should be possible for a transectional development to occur for volunteers from two sets of backgrounds. Just as one can expect that volunteers coming from a more secure background will change in their attitudes and knowledge about the poor, it could also be expected that individuals coming from a more deprived environment could incorporate skills that would make it possible for them to better cope with their own life situation.

I would like to make a few comments about the VISTA Associate Program. Having been familiar with two of these projects this past summer, one in New Mexico and the other in Colorado, it would appear that the Associate VISTA Program has been more successful in getting individuals from the Mexican community to volunteer. I believe the reason for this success was that a determined effort was made to recruit individuals from the Mexican American community. To illustrate the long term benefits, let me point out that a total of 13 Associate VISTA's decided to join the regular Program. Four Associates who were not planning to go to college, enrolled as a direct result of assistance and encouragement given to them by their sponsor and supervisors. It may seem strange, but the primary reason these Associates had not made plans to go to college was because they had no idea of how to finance their way through school.

The problems the VISTA Program is having in reaching the Mexican American community are in the areas of recruitment, training, assignment and finding good sponsors. In addition, I feel that better supervisory methods have to be followed if the volunteers are to perform in a way that is meaningful both to the volunteer and to the community. In a VISTA Associate Program, where a high percentage of volunteers come from the indigenous poor, consistent follow-up is needed if gains made with the volunteers are to be maintained.

If the Mexican American community is to take full advantage of the VISTA Program, solutions in the following area are necessary:

Recruitment

In talking to VISTA recruitment personnel, it is evident that recruitment has been limited to college level or retirement age individuals. Although I have to accept the fact that these are the people who can best afford to join VISTA, there are many advantages for members of the Mexican American community. Information about the VISTA Program is not getting down to the level where most Mexican Americans are found. Joining VISTA would offer many Mexican Americans the opportunity to expand their skills, and to learn different ways of dealing with problems that are encountered in different settings.

I have heard many VISTA Volunteers complain because of the low level of pay they receive. Yet many Mexican Americans are fully employed at this wage level. I know many Mexican Americans who would gladly take a job at the rate of compensation for VISTA Volunteers, which is one of the reasons why I feel that many Mexican Americans would join VISTA. I am not proposing that VISTA become a job center for Mexican Americans. What I am saying is that there are many Mexican Americans with the skills that would be useful in a Volunteer Program. At the same time, they would be compensated at the same level of pay they now receive. There are many individuals in the Mexican American community who have been trained as teacher aides, health aides, and in other service oriented programs. These are the skills needed in many areas where volunteers are now placed. I am sure that many of these individuals would join VISTA if the right information reached them.

Other additional incentives I would recommend for the VISTA Program would be a form of Career Progression service. Thinking realistically, it should not be expected that the VISTA Program become a job referral center. However, if part of the VISTA concept is to encourage people to strive for something better, then VISTA should be willing to accept some responsibility for finding ways in which individuals serving in the Program can advance progressively in other fields. I think this could be accomplished by establishing close communications with existing programs that are currently in operation to assist the Mexican American in finding new careers.

Through the years the most successful programs is providing opportunities for the Mexican American have been the various G.I. Bills. This assisted many Mexican Americans to attain good technical skills and higher education. Although this has been accomplished at a great sacrifice to the Mexican Americans who have participated in armed hostilities, a precedent does exist. I would propose that a stipend program be set up, much in the same way as the G.I. Bill of Rights. VISTA Volunteers from deprived background would, on the basis of their abilities, receive a government scholarship to attend college. I would recommend that the procedures for getting assistance from such a program be kept relatively simple. Having to deal with an excessive amount of red tape would actually defeat its purpose.

I have previously mentioned the general area where Mexican Americans needs are centered. I would propose that recruiting of VISTA Volunteers be done with the specific idea in mind of filling these needs. Thus, if problems of poor health are more common to the migrant stream, VISTA Volunteers with skills in the health field should be assigned to work in this setting. If problems of poor education are centered in urban ghettos or rural areas, Volunteers with educational skills might be assigned to these areas.

Somehow the VISTA recruitment programs continue to oversell the glamour points of serving in VISTA. This tends to disillusion many a volunteer. I would propose that the cold hard facts about the difficulties of being a VISTA Volunteer receive additional stress even at this stage of development.

Training and Assignment

The problem of setting up a VISTA training program comprehensive enough to cover the needs of the Mexican American community is very difficult under current training procedures. Most training programs have to follow a wide generic approach to training. This is necessary, since the assignments for volunteers are not known until fairly late in the training program. I would recommend that more attention be given to developing training programs that deal with the specific needs of certain ethnic groups. Perhaps actual on site training should be attempted, so that a volunteer would not have to change assignments once he finished his training.

There is very little correlation between the training given the volunteer and what the volunteer can do or is allowed to do once he is given his permanent assignment. It would be advisable to bring these two stages of the volunteer's development into closer understanding. This would eliminate a great deal of problems occurring at a later date.

VISTA volunteer projects have to have the approval of the Governor to operate in a given state. In most cases governors have been willing to give their consent. A limiting factor in developing assignments for VISTA Volunteers is brought about by state boundaries. This is especially true in migrant programs. Since the migrant is highly mobile, it is difficult to develop consistent follow-thru projects by volunteers. I would propose that procedures be developed or simplified to make it possible to receive the permission from several adjacent states to operate VISTA Programs across state boundaries. Thus, Volunteers could follow migrant families as they travel across the country. Consideration for the unique patterns of behavior of the migrant is needed. Theirs is not a community-type living in the traditional sense. I would propose that VISTA develop a team approach in assigning VISTA's to migrant programs. The team should be made up of individuals with skills in the area where migrants are most deficient. Second year Volunteers or more mature individuals should make up such a team. Their training should be refined so that they can provide the specific services required for solving the problems associated traditionally with migrants. I mention as examples the areas of health, education and contract services. A highly specialized team of this type could fill the gaps in education through individual tutorial programs. It could also make sure that health problems are followed up as a family moves from area to area. The VISTA Volunteer with skills in contract services could prevent unnecessary advantage being taken of migrant families when they sign a contract to work under adverse conditions. If VISTA Programs are not developed to work within the context of the migrant's problems, the volunteer will not be able to provide consistent help to materially change the migrant's conditions.

It is incumbent that VISTA Associate Programs be continued and expanded, since it is evident that this type of VISTA project is directly reaching individuals in the Mexican American community.

Vista Project Sponsors

It has been very difficult for the VISTA Program to develop good project sponsors. A very high percentage of project sponsors has tended to request VISTA's without planning how they are to be utilized. In many cases VISTA's are requested much as if they were government surplus. On other occasions, sponsors have used the VISTA Program merely as a way of demonstrating that they were aware of this human resource.

Requirements for sponsoring of volunteers should be given special consideration. A high percentage of these sponsors are not providing sufficient direction or meaningful supervision for the volunteer.

VISTA should also encourage the sponsorship of VISTA projects by selecting organizations that have a direct interest in problems of the Mexican American. This would enable these organizations to have a direct impact in the implementation of concepts in the Mexican American community. It may perhaps be more difficult to find qualified sponsors for VISTA Volunteers under these proposed requirements, but the end result, I believe, would justify this approach.

The expanding needs of the Mexican American community will make it necessary to examine the role that VISTA is to play in meeting these needs realistically. I would recommend that an ongoing system to review the needs of the Mexican American community be established. A continued study on how VISTA can be of service to these needs should be carried out. In doing this, elements of the Mexican American community should be involved so that they can directly influence the direction of the VISTA Program. ■

Mexican American Problems and the Job Corps

by

DOMINGA G. CORONADO

Chairman, Ladies Auxiliary, American GI Forum of the U.S.

The Job Corps can be instrumental in helping the low income Mexican American family solve some of its problems, however, it is incumbent upon O.E.O. to first solve the existing problem, which is, lack of interest toward the problems of the low income Mexican American boy and girl on the part of the Job Corps' directors and personnel. This lack of interest is reflected by the small percentage of Mexican American boys and girls presently enrolled in Job Corps centers and the number of boys and girls that leave the centers within the first three (3) months. In order to resolve this problem O.E.O. must hire, to positions of responsibility, Mexican Americans, who have concern for the low income Mexican American, can communicate with them and understand the language and culture. On May 8, 1967, Mrs. Washington made the following statement: "Because it is vitally important for the young to have successful members of their own group to look up to and imulate, the staff of each center is carefully selected from competent people of all ethnic, racial and religious background." We feel that this theory should be put to practice immediately, that Mexican Americans be hired not only in the centers, but also in Washington and as assistants in all divisions and regions.

The recruitment and screening processes must be updated, O.E.O. must hire Mexican Americans who have sufficient concern for this group to lay the groundwork by doing proper public relation work through the news media and organizations, O.E.O. must sell the idea, to do this, you must establish rapport and be able to communicate with this group, unless one understands the language and cultural background this will not be accomplished.

After recruitment, you must assign the enrollees to centers within their respective states, if there is no Job Corps center within their states then to the one nearest their state. For the first three months, the period of adjustment, Mexican American girls must be placed under the control, supervision and guidance of women directors, counselors and supervisors of the same cultural background whose qualifications, besides academic learning, compassion and concern, include knowledge and understanding, acquired by either having lived in the "barrios" or being part of the "barrio," and not knowledge and understanding acquired solely from books.

The American GI Forum Auxiliary of the United States has chapters throughout the Southwest, the Midwest and in Washington, D.C. We have been working, independently for and with the low income Mexican American families in solving their problems. As a national organization we have offered our services to the National W.I.C.S. Organization but to date have not received an answer. The American GI Forum Auxiliary's membership consists mostly of women who grew up in the "barrios" or are grass roots people, as such they can be most effective in recruitment locally, these women can get the job done because they have the interest of the needy at heart and not because they seek personal publicity. We again offer our services.

Finally, we recommend that all Mexican American Organizations of national scope, be requested to select a person as its representative so that an Advisory Committee may be formed. The purpose of this committee will be to advise and make recommendations for the solutions of problems related to the Girls' Job Corps.

If these recommendations are implemented, the gap now existing, regarding recruitment of Mexican American girls into the Job Corps, will be bridged. This will result in a higher and more stable enrollment of Mexican American girls into the Job Corps. ■

Testimony From Motivation Against Poverty Groups

by

PATRICIA JAQUEZ

Motivation Against Poverty, La Junta, Colorado

Let me begin by saying that we are grateful to President Johnson for calling this hearing to listen to the Spanish-Americans. We would also like to thank Mr. Shriver and the Office of Economic Opportunity for allowing the low-income residents to voice their opinions. As we all know, the Office of Economic Opportunity is the only organization in which the poor people of the nation have a voice in how the program is operated.

The area that I represent is an agricultural area of which 37.8% are in severe poverty. The people living in our target areas live on income $1000 less than the income level that the Office of Economic Opportunity describes as poverty. Of the people in the target areas, 87% are Spanish-Americans. Most of these Spanish-American people piece out their income by working at many different seasonal jobs during the year.

The testimony you are about to hear is the voice of the Motivation Against Poverty groups in our area. The Motivation Against Poverty groups are organized groups constantly striving to improve living conditions in their community. Over 75% of the groups membership are made up of low-income residents. The Motivation Against Poverty groups met many times when they heard that I would be allowed to bring testimony to this hearing. They compiled the testimony giving recommendations and possible solutions to the problems of the Spanish-Americans.

When I was invited to this conference I was told that my main topic would be Head Start but I would be allowed to speak of other problems facing the Spanish-Americans in our area. I am glad to have a chance to tell you that we feel Head Start is a very good program.

Not only are people concerned with the education of their Head Start children but also the education of their children in elementary and secondary grades. But because they have virtually no voice in the education of their elementary and secondary children they would like to keep Head Start under the Office of Economic Opportunity so that they may be assured their children are getting an even start. Also, it has helped to up-grade the trend of thinking in our low-income residents by insisting that they be heard, since it is their children Head Start is working with, and only they know the problems that are being faced by the poor.

We feel that the child of the Spanish-American home needs Head Start not only to familiarize him with a new environment but also it is beneficial because Head Start can be described as an "in between" of the extension of the home and a public school classroom. It is the culture of the Spanish-American child to cling closely to his family, this makes it difficult for the child to enter a structured public classroom. Head Start accepts the child's own language and culture. When a child attends Head Start he will find teachers and aides from his own cultural background so that he doesn't feel so strange. If he speaks in Spanish he receives an answer from a Head Start teacher or aide. On the other hand if a child is starting first grade he is not likely to find teachers from his own culture.

In our three county area there are twenty elementary schools in which there is only one elementary Spanish-American teacher. If the Spanish-American child entering first grade speaks in Spanish the teacher may not speak Spanish and the child may be scolded because it is not acceptable in the school. We accept the fact that a child must learn to speak English but he should not be made to feel ashamed because he speaks Spanish.

Some children know only Spanish when they begin Head Start; others speak English but if their parents speak Spanish the children are limited in their English vocabulary. Even these children may be handicapped by language. We also recommend that Head Start programs in areas such as ours expand to include youngsters who are deprived of Head Start because of the small margin of income over the guidelines.

Head Start helps to develop the character of the Spanish-American child. Due to the lack of training in the home, through Head Start he is able to come up to the same level as the Anglo-American child.

Involvement of adults in the Head Start program has enabled adults to prosper financially and socially in their own cult. Knowing the problems and the culture of the child enables the non-professional to understand and respond more fully to the needs of the pre-school child. Therefore, we feel non-professionals with proper training do benefit the program. We would like to recommend that Head Start continue to hire more non-professionals.

Another phase of Head Start which has benefited our individual parents as well as our community is our Adult Basic Education program.

Our main hope for the Head Start program in the future is that the government will recognize its value and greatly increase the funds put into such a valuable program. We need more funds to fully develop year-round programs and to enable follow-up. Additional funds would also allow us to expand and include more migrant children.

Motivation Against Poverty groups were not only concerned with Head Start but with several other problems facing the poor such as unemployment.

Because of the lack of industry in our area, Manpower Development Training is not effective in this area, therefore, many of our residents would like to move to take advantage of this program but are held back because of welfare residency requirements.

If families are required to move in order to obtain jobs or job training the government should see that the welfare laws are changed to protect them in their new locations. Most of the funds going into welfare are federal funds; taxes which are paid from all over the United States. Why should a welfare office be able to say, you are not entitled to welfare if you come from another county, or state? Welfare is supposed to help families when they are in need. They don't need it any less because they happen to have moved in the last six months. Some states may hesitate to remove residency requirements. If the federal government stated all states were required to remove the requirements to be eligible for federal money, there would be no hesitation about the decision.

Besides job training through Manpower Development Training Act, we need more job training in our schools. It seems that the schools are geared to the college minded child. We have found that our schools do not have enough vocational training for the student who is depending on a high school education. We also recommend an increase in the Neighborhod Youth Corps slots and lowering the age limit from 16 to 14 thus enabling more youngsters to take advantage of the program.

Scholarships

We feel that the federal government should know that Spanish-American students are not being fully informed about scholarship programs such as National Defense Loans which could help them to continue their education. Because these students are not aware of such programs in their early high school education they do not take courses which will prepare them for college.

Although we find this information reflects back to our school counselors, we feel that this block could be broken by Community Action Program field staff. They could be informed of these scholarships and in turn distribute this information to all students and parents. Perhaps the government can demand that schools inform all students of scholarship programs available through the federal government.

School Lunch Programs

If federal funds are being used to help schools pay for lunches of children in need, the way it is being done should be investigated. We know that many of our children need free meals but we also know that many of them are going without them rather than be embarrassed. There should not be such things as different colored tickets for the children entitled to free lunches, or children getting free lunches will have to obtain their lunches at a different time or place or do some extra work to "earn" the lunches. Many children will go without lunch rather than be embarrassed this way.

The schools are now receiving money in the name of poor people but in many cases the schools use of the money may not benefit the poor or minority groups such as the Spanish-Americans. Although the schools are receiving money to hire non-professional aides the poor people have to "say so". Aides in schools should be people with whom the poor child and a child of a minority group can identify. We have come to the conclusion that the public schools do not have a poverty philosophy. We feel there is also a need for counselor aides who will be able to communicate with the low-income students.

Our schools will be better off if we get the teacher away from the paper work by giving the teacher more time to work with the youngsters who require extra help. A teacher aide would give the teacher more time to make home contacts. If the teacher worked with these aides they could have more of a bi-cultural teaching approach. And it would be giving us a start toward interesting Spanish-Americans into thinking about a teaching career or other type of school work. Eventually we might have the Spanish-American teachers we need and our children would have someone from their own culture to look up to.

In schools such as ours there are many Spanish-American children whose families lack the funds to pay book fees, pay for medical bills or buy them eye-glasses. We have found this to be a need not only for our own resident children but for migrant children as well. Federal funds going to the schools should be there to help these children but often times they are not. Problems of individual poor children are set aside possibly because it is easier for the schools to distribute the money into a program which is intended to help everyone such as a remedial reading program. We need remedial programs, but this is not the primary need. But again we have no choice.

If there are other means under the law to let poor people have a voice about school programs we believe the impoverished Spanish-Americans could realize more out of the money that is being spent in their behalf. If there are no solutions to this problem by the Office of Education then we would rather that more of this money go to the Office of Economic Opportunity where we do have a voice.

Housing and Loans Programs

Many of us live in poor neighborhoods that are becoming worse or are on farms that are becoming run down. We would like to improve our neighborhood or farms to provide a better environment for our children. We cannot, because we cannot obtain loans. FHA does not approve loans on older homes. We would like to own our homes but often the only type of home we can purchase is an older home. If we are required to raise a down payment of one-third or more which private investors require, we may as well forget about it. Some of us do own our homes but need money to fix them up. It is very hard to get money for this because FHA decides the value of the property is going down and they cannot take the risk. Not because the people in FHA don't want to but because they need more flexible guides which would allow loans on older homes. We would recommend that the Office of Economic Opportunity expand to include a program for rural areas so that borrowers can apply for loans that will meet their family needs. The housing agencies of government could help. They could change their policies and permit loans to be made on an older house. We might be able to use these loans to improve our homes and neighborhoods so that they are not deteriorating. Now we have no choice. If we want a better environment for our children we have to move out—move away from the home we own—give up our neighborhood and whatever investments have already been made.

Rural Areas

We know from statistics that there is as much poverty in the rural areas as in the cities. But it seems to us that most of the money to help the poor is going to the cities. The rural areas need these programs badly. We think that the Office of Economic Opportunity should enforce a policy on most of its programs so that at least half of its funds will go to serve people in the rural areas. We would particularly like to request that this policy apply to the Office of Economic Opportunity program for health centers.

Old Age Needs

There are rest homes in our area for older people with money, but the older people who are very poor cannot get into these homes. Elderly people who are poor and are on Welfare often cannot get the medicines and diets they need because their money won't stretch that far. We need rest homes and health programs for our older Spanish-Americans.

The Handicapped

A Tri-County War on Poverty survey found 16 retarded children who aren't in any type of school. All of them are from deprived families. We know the Community Action Program and the school are planning to help these families, but we feel the need of these families should be included in this report.

Legal Aid

Some of the towns in our area do not have paved streets. The majority of the people living on the blocks that need paving own their own homes and pay their taxes regularly. The city however, wants every property owner to sign a mortgage on his home for the cost of paving the street. We feel we need legal aid to help with this type of problem so that we will know the possibilities. We are hoping to get this from the Office of Economic Opportunity. Legal Aid can also help us in obtaining proper sewage and water systems.

4–H

Another resource in our area is available to children is 4–H, but poverty children who wish to particiapte in 4–H are not able to do so because of inability to pay for project materials. We need a fund made available to under-privileged youngsters so that they also may benefit from this national club.

Law Enforcement

Some of the problems which the poor have encountered have come about because of misunderstandings between them and law-enforcement officers. We feel that special training should be given to law officers to help them to understand minority groups and their problems. We also think that someone of Spanish-American background should be employed on the police force.

In summary these are the recommendations that we make that we feel would benefit the people in our community and allow our poverty members to function more fully as citizens.

In Head Start we suggest:

—That more Spanish-Americans be encouraged to prepare for teaching positions by hiring, utilizing and training more non-professionals.

—That Head Start programs in areas such as ours expand to include youngsters who are deprived of Head Start because of the small margin of income over the guidelines.

—That more funds be made available for adult basic education.

—That extra funds be earmarked for migrant Head Starters.

In other areas we recommend:

—That Neighborhood Youth Corp age minimum be lowered from 16 to 14 years, at least during summer months.

—That Welfare residency laws be changed to protect families who have moved for job opportunities.

—That scholarships be provided for vocational training and for 4–H projects.

—That the Office of Economic Opportunity train and pay for Spanish-American non-professionals to work as aides with the school system counselors in helping them relate to Spanish-American families.

—That ways be found to provide school lunches for all children who need them without making such children feel set apart.

—That poor people have a voice in deciding how public school funds meant to benefit them are utilized.

—That there be more Spanish-American teachers.

—That funds earmarked for poverty people be used directly to benefit them.

—That specific ways be found to help poverty people obtain loans for buying homes and for upgrading their property.

—That rural poverty areas receive an equal share of Federal aid, in order to curve the poverty from the cities.

—That law enforcement officers receive special training to help them understand the Spanish-American and that Spanish-Americans be hired as law enforcement officers.

This past summer Project Understanding was funded in our area to specifically meet a need—that of preventing riots. The extra Neighborhood Youth Corp slots funded to us helped us to work to begin to solve our problem. Neighborhood Youth Corp young people called in homes in target areas asking people of all ages for their ideas of how riot-provoking problems could be solved and hundreds of articles were written and shared. This project had the results of letting people express themselves, listened to and think positively about their problems.

We had hoped that we would be given an opportunity to refine this program this next year but know already that because of the cutback in Neighborhood Youth Corp slots we won't be allowed to do so.

This will hamper us in continuing a task well begun to meet a troubling situation.

We want to thank you for giving us the opportunity for compiling this testimony with the problems of the Spanish-Americans, their needs and their ambitions. We know that not all of the problems and recommendations are in this testimony: only the most pressing. Our only hope is that our suggestions and recommendations will have some effect. ■

The Choiceless Consumer: The Plight of the Mexican American in the Southwest

by

Robert W. Wanless
Field Representative, Credit Union National Association

The plight of the Mexican American is well documented and has been expounded in many publications, surveys, reports and hearings. It has been found that he is underpaid, underhoused, uneducated, has poor health, and in many areas, has few rights.

A great effort is being made to correct these problems by many public and private agencies and organizations; some of these receive government funding and others use their own; some of the programs are excellent, others mediocre and others are of little assistance, but overall progress is seen.

But regardless of funding, or the lack of it; of success or failures; the total effort being put forth may be in vain, for if consumer action programs are not developed and incorporated into the total effort, all that will be accomplished is that healthier, better educated and better housed, poor Mexican Americans will live in our country. He will continue to be a choiceless individual, bound to the poverty cycle he lives in now, still a slave to the existing economic system; a slave to a system that exploits his ignorance of basic consumer information and his low income. Unless he is prepared to better utilize his income to its maximum, little will have been done to pull him out of the poverty cycle.

We are well aware of the exploitation of the Mexican American as a consumer. He is exploited because of his lack of education, in some cases because of language barriers, and in many cases outright deception and fraud. This exploitation is very real and very grave to the individual of limited income. But we need not review exploitation through fraud, deception and ignorance only, but also consider the legitimate merchant and credit-granting institutions that exist. They operate within the law, and the cost of credit is the same for one and all. But the cost of credit of these institutions, when compared to annual income of an individual, is high, thereby still confining him to the poverty cycle.

The Institution for Solution

It is therefore urgent that a choice be given the Mexican American in the form of an institution that will "increase his income through reducing his cost of credit"; an institution that will not only "increase his income" but will address itself to provide other money-oriented services and assistance. It should include:

(1) Consumer education in action.
(2) Stimulate indigenous capital.
(3) Promote self-help.
(4) Develop leadership.
(5) Become self-sufficient.

It must be an institution that will be owned and operated by the people themselves.

The Credit Union

An institution as described above is a credit union or, as better described in other areas of the world, a credit and thrift cooperative. The credit unions provide the services and assistance described in the following manner:

(1) *Consumer education in action.*—It is one thing to present a consumer education program via the traditional method of classroom instruction, where much of what is presented is lost due to educational limitations and linguistic capabilities of the audience, as to providing the individual with the same education program by putting it into practice with his own circumstances.

This can be done through financial counselling, budgeting, debt reduction and pro-rating programs; through the formation of comparative shopping trips and buying clubs; through providing legal assistance and services by seeking such resources from legal aid societies, local universities and/or local attorneys willing to volunteer their services. Even a central charge service may be developed to provide rapid service, as well as keeping credit costs for small items low. Check cashing and money order services can be included.

(2) *Stimulate indigenous capital.*—One of the main objectives of a credit union is to encourage and promote systematic saving by individuals. Through this savings the credit union assists the stabilization of the individual's personal economics, providing him with security which many Mexican Americans do not have.

(3) *Self-help.*—Through the accumulation of savings from all the participants, a central fund is created which becomes the lending source to meet the credit needs of the participants.

(4) *Develop leadership.*—Leadership is developed through the formation of the operational structure of the credit union. The credit union is based on voluntary leadership and participation on its board of directors and committees. Certain committees, as is the board, are required by law, but others may be formed to meet the needs of the credit union or its participants. Credit unions and the credit union movement, by tradition and for their own stability, develop and conduct continual educational programs for their directors and participants.

(5) *Self-sufficient.*—As credit unions grow and expand, their services will increase their income from their lending service and this, combined with voluntary leadership, leads to rapid self-sufficiency in covering operational expenses.

The capital coming primarily from the individual makes him an owner of the credit union and, as an owner, he elects those who shall operate the credit union. The credit union, because of ownership by individuals, must be attuned to the needs of the owners and therefore provide the services necessary to meet these needs.

The credit union therefore will address itself to assisting the Mexican American consumer in combating the exploitation he is faced with day to day and will develop him and his family into a more sophisticated consumer of goods and services. This institution will create a break in the poverty cycle to which the consumer is bound.

Consumer Action Associations

The obligation of a consumer action program is broader, for it must not only stretch existing institutions as far as possible, but also create new institutions where the old ones won't reach.

The credit union has been stretched in providing the consumer with a tool to combat exploitation in his consumption of material goods and services. But it does not cover other consumer items such as housing, education and health; nor does it consider the income of the consumer and how to increase it.

These problems and consumer needs require the creation of new institutions, which could be labled Consumer Action Associations. These associations could be based on the credit union for the credit union, with its contact with individuals through its consumer education in action process, can begin to classify and select groups of individuals with similar needs and problems. These groups would form the Consumer Action Association, which would in turn seek the necessary resources and channel them toward the solution of the needs of each group. These groups could lead to, and should encourage, the formation of other institutions such as consumer cooperatives; small business enterprises; housing cooperatives; education groups to seek funds, scholarships, etc., for the education of adults and children; health groups to seek programs that will bring better services to the community, etc. The spin-offs can be as numerable as the needs of the individuals involved. These new spin-off institutions, or units, would be directed by the people themselves.

The Consumer Action Associations would also have a unit concerned with the income of the participants. This component would work through and/or with existing employment, development and retraining programs.

Summation

The phases in developing a comprehensive and visible Consumer Action Program geared to meet the needs of the Mexican American Consumer would be:

First phase.—Organization of credit union with all its services and participation of as many people as possible. Start leadership development program.

Second phase.—Commence classification and formation of groups with similar problems.

Third phase.—Organization of Consumer Action Association.

Fourth phase.—C.A.A. assists formalization of groups and seeks resources to meet the needs of each group.

This type of institution can be directed toward both the urban and rural population of Mexican Americans, for it is a community improvement institution that identifies the needs of the people, seeks resources to meet the needs, and is controlled and operated by the people themselves.

Farmers Cooperatives

The Mexican American, in many cases, has migrated to the urban areas, leaving his basic skill and livelihood, farming, due to loss of his land. Many continue earning a meager livelihood as agricultural laborers. These people are a resource who can contribute to their own welfare, to that of the country and to the world.

Through a Consumer Action Association or a combination of associations, Farmer Cooperatives can be formed if a program, similar to the ones promoted in other countries by the U.S. Government, of land distribution can be instigated with existing public domain land. This land could be contracted, sold, leased or made available through whatever means are feasible.

The development of these cooperatives, along with the cooperation of other private and public resources as channeled through the C.A.A., would provide many a Mexican American, from both urban areas and rural areas, an opportunity to become a self-sustaining, participating member of our social, economic and political life. ■

Legislative Recommendations for the War on Poverty

by

DANIEL R. LOPEZ

Manager, East Los Angeles Service Center

This paper has been prepared at the request of the office of the Honorable Vicente T. Ximenes, Chairman of the Inter-Agency Committee on Mexican American Affairs. I am grateful and honored by this most generous invitation.

It is my understanding that the speaker was invited to prepare this paper because of his experience, which is unique, gained as Administrator of the East Los Angeles State Service Center; a new approach and concerted effort to reach the indigenous or urban communities with badly needed social services. This is California's effort in the prevention and reduction of poverty—a program which appears to be making a significant impact because it reaches the people that have not been reached in the past.

Before continuing, I should explain that my participation in this hearing is directly due to the efforts of Dr. Juan Acevedo, prominently one individual among our growing Mexican American leadership to whom I have turned for guidance as regards my participation in bringing before this committee a statement of the problems suffered by the people in our Mexican American communities. Socio-economic problems, consistently some of the worst in the nation, prevail throughout our southwestern states—problems that have not been dealt with on a concerted basis but have merely been given token recognition.

The recent Pre-White House Conference at Camp Hess Kramer on October 6 through 8, 1967, brought together groups of Mexican American leaders who clarified many issues through meaningful dialogue—issues that affect our communities. This dialogue has made clear to us the principles upon which to present our needs as a united body, especially as regards the God-given principles of justice and equality of opportunity. During the allotted fifteen minutes I will strive to provide this Committee with a general overview of the speaker's impressions and opinions as regards the needs of our Americans of Mexican ancestry who live throughout our southwestern states. These impressions and opinions especially those regarding government agencies, are my own and have not been authorized by the Director of the State Service Center Program nor any official of the State of California.

The information reflected in this report has been gathered during the last fifteen months I have spent as administrative head of the East Los Angeles State Service Center, and eighteen years, over which period I acquired meaningful experience working for the Department of Corrections. During fourteen years as line officer I was directly involved with inmates ranging from the most trainable-tractable, to the acutely disturbed and unpredictably explosive. Nevertheless, they were people that could be dealt with through dialogue. As Correctional Captain, I spent four years on special assignments, including three years as a Special Agent, working on a state-wide basis, with members of the judiciary of Superior and Lower Courts, Offices of the District Attorney, Probation Departments, and federal, state, county and municipal law enforcement agencies, in some instances on an international basis.

The speaker will strive to present substantial information and evidence in support of our Washington and local leadership of the public and private sectors who are opposed to the proposed GOP Opportunity Crusade, and the dangerous suggestion of abolishing the Office of Economic Opportunity; also the funding of poverty programs

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through established government agencies. A move in this direction will bring chaos, especially in communities where we are presently walking a tightrope. The fact that traditional agencies cannot relate directly with people in poverty pockets, who have withdrawn behind barriers of distrust and suspicion, has been in evidence for a long time. This withdrawal is the symptom of total demoralization in a people who are now becoming the victims of subversives who find fertile ground for incitement.

I feel confident that my credentials as an indigent member of our Mexican American community give me the frame of reference and experience to speak for most of our Mexican American leaders who may represent their communities in support of the continuation of the Office of Economic Opportunity—the only program at this time that is designed to reach the people who are trapped in the poverty cycle, through community action programs which effectively involve neighborhood group participation. It is through this human interaction that vitally needed dialogue between the barrios and ghettoes can be developed and maintained. This is the only safety valve that remains to ease the growing pressures that are reaching dangerous levels.

Let us recall the rash of prison riots during the early 1950's as a reminder and example of what can happen when there is no dialogue between people. The California Department of Corrections and the Youth Authority have maintained programs that encourage staff-inmate interaction and dialogue. Despite the overcrowded conditions of the system, there has been very little evidence of major problems. There can be no substitute for direct communication between our government agencies and the people living in the depressed areas—"People need People".

Little doubt should remain, at the close of these hearings, that our leadership stands united with the leadership of other minorities in support of legislation that will insure the continuation of full funding for poverty programs; and that we are categorically opposed to placing any community action program in the hands of agencies that are out of touch with the community.

There must also be more flexibility given by Congress to our local community action agencies that permits room to modify delivery of programs to meet problems unique to a particular community. Most important, there must be room for trial and error. There is no experiment that provides knowledge without the element of failure. We are passing through a serious crisis that can only be handled by a degree of innovation, made possible by and through the direction of the Office of Economic Opportunity.

Service centers—Coordinated Agency Services

I have witnessed how traditional federal, state and local agencies, through their endless maze of procedural entanglements, stifle delivery of services that destroy the confidence of the taxpayer and, most significantly, the people these agencies are failing to serve. For this reason, following the Watts riots, the State of California launched an emergency program by locating centers in the center of communities where a high incidence of poverty was in evidence; a program to provide for delivery of coordinated services directly to the people who are trapped in the cycle of the poverty of opportunity.

Six Service Centers are now operating on a pilot program basis throughout California. This number is far from adequate at this time. This limitation is due to lack of funding. There is growing evidence that state and federal administrators at the highest levels are recognizing the potential of Service Centers for making a positive impact in the communities where services are needed. The Service Centers' organizational structure is unique in that the Manager's direction comes from the Director of the Service Center Program who is directly responsible to the Cabinet Secretary. This provides for direct and rapid communication between the office of the Governor and the Service Center located in the community. There is no hierarchical maze to stifle vertical and lateral communication as with traditional agencies.

The Service Centers work closely with other community agencies in a concerted poverty reduction and prevention program. The Service Centers' success depends upon the affirmative cooperation and coordination of its multi-faceted services (state, federal, county, municipal and private agency) through an Intake Unit, which is the heart or hub of the Program. The Center's primary mission is to innovate methods for delivery of these concentrated services in order to assist and motivate the less fortunate to become economically self-sufficient and to eliminate costly duplication and overlapping of government services—the referral upon referral treadmill that hopelessly frustrates effective delivery of services to persons who can become taxpayers instead of remaining taxburdens.

The Reception-Intake Unit is designed to function in socio-economically depressed areas by breaking through psychological barriers of distrust. Intake Unit personnel are developing a wholesome relationship of trust that should ultimately stimulate a demoralized and withdrawn people into self-help situations and upward socio-economic mobility. This unit is staffed by professional supervisory personnel and indigenous aides, selected on the strength of their personal experience, knowledge, and ability to relate with a suspicious and distrustful element of our society. A member of the Intake Unit staff interviews and refers the person to a counselor of the particular agency within the Center which can best meet the immediate and most urgent needs. A prescription plan is prepared by a counselor of the responsible agency and executed by an Intake Aide, who is responsible to a professional counselor and held accountable for the follow-up phase of the Program. This follow-up insures that the person being served does not falter due to fear, suspicion, misunderstanding or an inadvertent oversight on the part of the agency.

The vital role the Service Centers take in providing a hub for the coordination of services has been delineated in the foregoing Service Center concept. The factor that makes a Service Center outstandingly different from the traditional line agency is the Reception-Intake Unit with its indigenous aide staff; a staff that can recognize and handle the most sensitive problems and give instant service because they are a product of the community, understand the problems, and have immediate access to resources. The indigenous aide staff and some of the professional Intake counselors are Mexican American employees who down through the years have performed or worked at typical menial jobs that have served to strengthen a pre-conditioning to failure and the second-class citizenship suffered by our Mexican American citizens; a pre-conditioning process to failure that sometimes begins at preschool level and is further reinforced at the beginning school years due to language barriers and an educational system that suppresses a youngster's growth because the system has failed or refused to recognize that the man-made "Divine Immigration Policy" (Advance Report No. 2, Mexican American Study Project, University of California in Los Angeles) does not have the wishful magic that will result in an overnight cultural transformation.

The strength of a Service Center is contingent upon the administrator's ability to surround the Reception-Intake Unit with the most effective concentration of state, county and federal services possible. There must be an interagency relationship that demonstrates the staff's full commitment and dedication to the needs of the people it serves. In addition, the Center's administration must develop a closely coordinated working relationship with training program facilities throughout the community, e.g., the Manpower Opportunities Project, the Mexican American Opportunities Foundation, Youth Training and Employment Project, and the East Los Angeles Skill Center, jointly operated by the Los Angeles Schools and Department of Employment's MDTA Program. This, however, is still not enough as regards relationship with the community.

The Service Center must also work with and through all community action projects which provide programs of self-help and are in direct contact with segments of a community that too often do not have confidence in the large established agencies, e.g., the Plaza Community Center's Neighborhood Programs, Centro Hispano, The Cleland House, the Salvation Army, Neighborhood Adult Participation Project Outposts and Teen Posts, to name but a few. Through these community resources who deal directly with the indigenous staff aide of the Reception-Intake Unit, the important outreach function can be accomplished with meaningful impact.

At the risk of overemphasis on the community of East Los Angeles, one should be reminded that the problems faced by the people of Spanish surname in urban East Los Angeles are not unlike those of our urban communities throughout the southwestern states. The migrant farm worker is rapidly being displaced by the mechanization of large farm corporations, bracero labor and a continuous influx of illegal alien labor. These displaced American citizens have heretofore been the strength behind our rich and thriving agricultural industry that no longer provides a dependable continous source of seasonal work.

Statistical data developed in the 1960 Census

Study and the 1965 Special Census, support the fact that the urban communities are growing at an alarming rate. I trust my assumption is correct, and other witnesses appearing before this committee will provide evidence to substantiate the demographic shifts that are taking place in their communities. For example, between the 1960 Census Tract Study and the 1965 Special U.S. Census Survey, the East Los Angeles Spanish surname population, increased from 66.1% to approximately 76% out of a total population of 228,000. This steady migration of former agricultural workers into our urban communities has continued to swell the ranks of the unemployed. These people are ill-prepared to compete for available job opportunities and it is no longer a simple matter of matching people to a job. The unemployed need supportive services to strengthen the disintegrating family unit. These people lack knowledge of the English language and vocationals skills that can only be improved by increasing training program opportunities specifically tailored to stimulate interest and motivation in a people who have already become pre-conditioned to failure.

The Service Center can serve a very important function, through its relationship with local school districts, colleges and universities, by developing language skills training in the community in an environment that is non-threatening to the indigenous of the community. One of the most effective ways of developing such programs is to work with community action programs through the indigenous aide.

Housing

Without a doubt the problem of greatest magnitude is the dangerously overcrowded conditions of already poor housing, further aggravated by relatives and friends who move into conditions that defy the imagination. The mobidity and contagious disease rate is high in close living conditions.

Using the East Los Angeles Health District as an example, in comparison with the balance of the County's population, figures reveal the following:

Tuberculosis Case Rate—East Los Angeles 31.6% as compared to 20.6% for the entire County.

Tuberculosis Death Rate—East Los Angeles 6.2% as compared to 2.8% for the entire County.

Syphilis Case Rate—East Los Angeles 122.7% over the 1958 figures as compared to 88.7% for the entire County.

Health education and out patient programs are vital to a poverty stricken, poor housing community.

Traditional Agency Resistance to New Programs

The Service Center has the highest potential for helping to break through the traditional barriers and inertia which at times may be deliberately created through the passive resistance of middle-management level administrators. Both federal and state agencies have become inbred by tradition and resistance to change. This attitude blocks the self-help opportunity concept for the indigenous of a community. It is evident that some administrators who resist change do so because of an inordinate concern over a loss of autonomy. There is also evidence that there are those who resist innovation and change by interpreting regulations and policies to the disadvantage of the people these laws are intened to serve.

If there is a note of emotion in evidence to those who read this paper or hear the writer's testimony, I offer no apology for this feeling which is an outgrowth of frustration and disgust at what I consider to be the lack of commitment and competence by so-called civil servants that merely give lip service while serving no one's needs but their own. These are attitudes that come from opinion-setters at higher administrative levels who either do not understand or refuse to recognize the value of affirmative action and the need for flexibilty that allows for decision making at the line level.

I will cite two examples that will serve to substantiate why those trapped in the cycle of poverty no longer trust the establishment. This trust and confidence can only be regained through direct participation and involvement with the people of the community through the community action programs provided by the Office of Economic Opportunity.

Example A: Recently an under-employed head of household qualified to receive schooling under the Unemployment Insurance Retraining Benefits Program. This schooling in radio-electronics was to help upgrade his earning capacity and develop his potential to its full capacity. He was receiving a $50.00 weekly allowance with which to support a family of four, as provided in the regulations that govern this program. During his fifth month of successful training, the parents received a telegram and a letter advising that their son, a Marine Corps Corporal, had been killed in action and the body would arrive on a scheduled date. This family was denied the $50.00 allotment it depended upon for food because the Administrative Manual provides that the person be able and available in order to claim the allotment. The grief stricken father had not only consulted with his counselor but also with his instructor. In their opinion this was a valid and justifiable reason for being absent from school. This family had made the supreme sacrifice—the life of this young marine for his country. This marine certainly earned the right for his family to receive $50.00.

Should there be any wonder why the citizens who are struggling to eke out an education no longer trust Government agencies, especially those hardworking, law-abiding citizens, who only ask for an equal opportunity? I am certain there have been many more examples that either equal or exceed the foregoing tragic example. This should be ample evidence to show how we are failing our lay citizens who have helped make us the richest nation in the world. These are the forgotten people who ultimately become demoralized and withdraw from the mainstream. What becomes of their children? These are the young men and women whom we are failing. The communications gap is growing wider.

Example B: California's Concentrated Employment Program provides for a component in East Los Angeles. At this time this Program is under considerable criticism from local elected officials because it has failed to materialize the delivery of services; that is, training for 1500 people. The Economic and Youth Opportunity Agency has been unjustly criticized for this failure.

The basic reason for this apparent failure is a lack of inter-agency cooperation and coordination. The problem is at best a most glaring example of what a bureaucratic maze of entanglements will do to a program. This is further aggravated by what is essentially inordinate autonomy vested in persons who refuse to recognize or to yield to the need for flexibility; administrators who retreat behind a semblance of knowledge and experience in how to operate programs for the poor.

This program also provides ample evidence of hierarchical roadblocks which are the result of interpretation of policy. There are sixteen census tracts established as a target area for this demonstration program. According to the 1960 Census Tract figures, there are approximately 11,000 families out of a total of 16,000 who have less than a $4,000 annual income. Yet, the Program has been unable to screen enough qualified enrollees. It shouldn't be difficult to understand that this failure is due to the number of imposed restrictions and a lack of flexibility on the part of line directors who are charged with the operation of the Program.

This example demonstrates what happens to programs placed in old-line established agencies and departments. This is isolationism created in what appears to be more of a power struggle and refusal to accept the multi-services concept; a program run by administrators who feel they can operate independently of supportive services. In this instance, the Economic and Youth Opportunity Agency, the prime contractor, administratively responsible for the Concentrated Employment Program, is struggling against a blockade of federal regulations. The victim is the person who needs the program.

The foregoing examples represent in brief the problems that can be multiplied over and over again. Time and space do not permit further elaboration to emphasize the magnitude of our failure as civil servants; a failure that should be brought to clearer focus especially for those in leadership positions who fail to recognize or refuse to heed the growing need for direct affirmative action where it can do the most good. I refer to some Senators and Congressmen who have gone on the Congressional Record in support of abolishing the Office of Economic Opportunity. We should thank Providence that we still have many leaders who have first-hand knowledge, vision and wisdom to support the needs of our Mexican American citizens and other minority groups.

It is evident that programs that do not involve the people they are intended to serve, are destined for failure from the outset—failure because there is resistance to change by some opinion setters in responsible positions that set the tone for subordinates. There is little consideration given to the scope of the problem. The maze of restrictive regulations, policy statements and administrative directives which serve to direct and guide our traditional agencies are at this moment serving to block community programs that should be operating on schedule.

Considerations

Although attention has been centered on the severe socio-economic plight of our nation's Negro citizens, statistics reveal that the Mexican American and others of Spanish speaking origin lag seriously behind the majority of Americans in schooling, jobs and job opportunities. Statistics substantiate that the Spanish surname minority throughout the southwestern states share many of the Negro's problems (California Department of Industrial Relations, Fair Employment Practice Commission, May, 1954).

The Mexican American and others of Spanish speaking origin who have been displaced from their past mainstay, the farming and laboring corporations, are among the hard-core unemployed. Their youngsters are often discouraged or alienated from preparation for skills; thus the circle of poverty closes. Hundreds of thousands of Mexican Americans are relegated to inferior jobs and poverty stricken neighborhoods.

The crucial dilemma that our Spanish surname people face today, unlike our Negro citizens, is the language barrier which restricts his ability to compete for job opportunities and benefits he is entitled to by virtue of his civil rights. Many excellent job opportunities are available to alleviate this poverty cycle treadmill. These jobs, however, continue to be tauntingly within reach but, for reasons long obvious to our Mexican American leadership, opportunities are not easily available to our Mexican American, especially when he is expected to compete with candidates of other extraction.

This subtle discrimination which is demonstrated not with the fists but with the elbows, becomes one more reason why an already demoralized people tend to give up. These are situations of discrimination so adroitly handled that the victim is often oblivious that it has happened. Although there is recourse where discrimination is obvious, often the victim chooses not to file a complaint because he fears the possibility of being blackballed.

The problems of our Mexican Americans are unique and plead for a clearer understanding by government agencies. The majority of poverty programs have been geared to meet the needs and demands of our Negro citizen, while little or no consideration has been given to the fact that the problems of these two ethnic groups are as different as they are severe.

There should be little evidence needed to prove what the Office of Economic Opportunity means to poverty stricken communities. The following programs present substantial evidence and methodology for reaching into poverty pockets to stimulate and motivate our people into self-help and upward mobility opportunities. These programs could not have been possible through the traditional service agencies. The Office of Economic Opportunity must be recognized as the agency that is serving the direct needs of the people; people who do not understand or know how to use government services.

Some of the following programs and services that various agencies provide are funded by the Office of Economic Opportunity. Others are examples of the innovative efforts of some government agencies that have recognized the efficacy of coordinated services through the Service Center concept. The most significant of these in potential to successfully serve the needs of our communities throughout the southwestern states is the multiservice center which introduces the reception-intake function designed to serve the client's needs as it provides economic means for the elimination of traditional revolving door referral and interview that creates the very problems we are struggling to overcome.

Headstart Program

The Headstart Program has worked effectively to help preschool children overcome traditional cultural and social obstacles. An apparent drawback is the inflexibility and the inability of the traditional school system to adjust to the needs of the child who experiences an abrupt and painful transition from the Headstart Program to a public school. To turn Headstart over to be run exclusively by the school system would be reverting to the original cultural problem. Under the present program parents are fully involved with good results through neighborhood participation, since the child is the best common denominator toward creating supportive interaction between parents and teachers. A personal investment by volunteers engenders strong support and active interest to make a program work. This self-help opportunity should not be taken from the people who support it.

Job Corps

Support for the Job Corps Program is imperative. This Program gives our youth the opportunity to channel their energies into constructive and meaningful learning situations. Job Corps has made a significant impact, particularly on youth who would otherwise be walking a tightrope in the twilight of delinquency and criminality. Detention in institutions has merely placed the problem of the delinquent in abeyance. We must reduce the element of differential association which leads to criminality by providing constructive tools through Job Corps.

Neighborhood Youth Corps

Experience with Neighborhood Youth Corps Programs has proven that our Mexican American youth's potential is often deeply hidden. Job opportunities are made available by federal, state, county and city agencies through the Neighborhood Youth Corps with excellent results. Many youngsters have learned new skills and positive work habits.

Narcotics Prevention Treatment Program

A high incidence of narcotics offenses also prevails in urban communities. Self-help programs are needed that will serve to control and help the addict overpower his craving for narcotics. Programs of this type are important to reducing the inordinate expense to the taxpayer in losses attributed to thefts committed by the addict to support his addiction. Economically depressed areas contribute highly to this demoralizing problem that traps many young men and women: a destructive cycle that reduces the ego strength and ability to abstain from experimenting with drugs.

A Service Center, through its multi-service resources, can provide supportive health and welfare resources to the administrators of narcotics prevention programs in the community through Public Health Consultants assigned to a Service Center.

Project Adult Training

This project, funded under Title V, Economic Opportunity Act, is a demonstration program operated by the Department of Public Social Services. It is a unique experiment in manpower training that reaches the hardest of the hard-core. There is ample supportive evidence of this program's success in placing persons who are not eligible for categorical aid on jobs and/or training in privately operated vocational training schools. This program eliminates the long waiting periods typical under the old-line agencies. The key to this program is the counselor-client relationship and an atmosphere that permits the "leveling type" of rapport—one in which the staff worker must respect and understand the hard realities of the asphalt jungle and how manipulative and aggressive the client must be to survive in the ghetto. This project provides one more example of what can be accomplished through a direct working relationship with the victims of hard-core poverty.

Narcotic Addict Outpatient Program: California Rehabilitation Center

The Service Center provides services through the reception-intake unit for the California Rehabilitation Center, Narcotics Out-patient supervisors, who work closely with the Service Center staff. A constant exchange of information and resource services helps the ex-addict through crucial periods of the rehabilitation process. An Office of Economic Opportunity funded demonstration program, coordinated between the California Rehabilitation Center and the Service Center's Division of Vocational Rehabilitation, is developing meaningful information that supports the importance of a total treatment control effort which involves the private and the public sectors of a community. Mr. Martin Ortiz, Vice Chairman of the Narcotics Addict Evaluation Board, is a person well qualified to provide valuable information regarding this program by virtue of his many years of work in the broad field of social work.

Post Office Program

Negotiations with the U.S. Civil Service Commission pointed to the lack of opportunity for our Mexican American community as regards Post Office job opportunities. The East Los Angeles Service Center provided space for a testing program which was approved by the U.S. Civil Service Commission for East Los Angeles residents. In addition, a tutoring program is available for residents who desire to make good use of the opportunity. This program was spearheaded by The Honorable Edward R. Roybal and Mr. Bert Corona, President of the Mexican American Political Association, and supported by The Honorables George E. Brown, Jr., Augustus F. Hawkins and Charles H. Wilson. This program has been acclaimed for its apparent success. This success, however, could not have been possible without the coordinated teamwork of our community action programs, the Service Center, and the support of our elected officials and that of Mr. Sidney Tarbox, Deputy Director, U.S. Civil Service Commission.

Transportation-Employment Project

Like language, transportation is a serious barrier in urban communities for those who are caught in the cycle of poverty. Jobs that are otherwise available are inaccessible to people who do not have transportation. Service Centers can draw the essential elements of a problem into focus for the leadership of a community and stimulate these leaders into appropriate action. In East Los Angeles, a Community Improvement Association has been formed into a non-profit corporation to operate an experimental transportation program, which will be funded by the Department of Housing and Urban Development. Although the suggested program first met with resistance and skepticism, the interest and desire of community leaders concerned with the transportation problem won support for the development of the program.

At this writing the proposed project is unfortunately caught in the bureaucratic entanglements that should hopefully be overcome in the near future. It is truly a tragedy that an experimental program slated to begin on July 1, 1967 has already lost four of the twelve months in which it is expected to become a self-sustaining program.

Courts and Probation Departments

The Service Center can become a key resource for court judges who need programs that provide them with alternatives in adjudicating cases of circumstantial offenders; persons who have not committed a crime against a person. Multi-services make it possible for the Probation Department to present the judge with a choice of programs that will place the offender either on a job training program or directly on a job instead of the usual jail sentence which, if repeated, will ultimately result in a prison sentence.

We must recognize the reality of a high incidence of criminal acts and unrest in urban areas where there is a high degree of poverty. Parolees and persons on probation who return to their community find it increasingly difficult to bridge the gap which is so important for his rehabilitation and adjustment to the community. This dilemma is further aggravated by the lack of flexibility in the hiring practices of industry. The Service Center can be instrumental in developing a relationship with private industry, the courts, Probation Departments and the Department of Corrections, that provides constructive lines of communication. It is truly wasteful to incarcerate a petty offender and an unnecessary expense which in most instances includes public assistance for his family.

California State Service Center Program

The Service Center Program represents a good commitment on the part of California State Government to find new and more effective means of meeting the human services needs of its citizens living in conditions of poverty. The commitment I refer to, is the several millions of State General Fund revenues it is costing to establish and operate six Service Centers on a pilot demonstration project basis in six of the state's most critical pockets of poverty. Most significantly, none of this large sum of money is being used to fund new services or to compete with existing programs. This money is being spent because of the realization that the present fragmented, uncoordinated, independent approach is not only wasteful but is failing to meet the needs.

Under the traditional system, if the agency can serve the client, a staff person must complete forms, gather appropriate background information and establish a file. Later, if another agency is called upon to furnish services, the entire process is duplicated. Under the the Service Center concept the intake unit screens applicants so that nearly all clients are appropriately referred the first time and the appropriate forms are completed, including the background information and the establishment of the file. This information is then used by every service agency.

Therefore, even without recognizing the great contribution of the Service Center in terms of improved effectiveness in administering services and improved receptiveness on the part of the client, each component agency is saving money due to the work being performed in the intake unit. The savings is dramatically multiplied when you consider the average Service Center client requires at least four or five separate services. It is entirely reasonable and logical, therefore, that each component reimburse the Service Center for the intake operation on some formula or pro-rata basis since in effect the Service Center organization is doing some of that agency's work.

I have very little knowledge or understanding of government's fiscal or budgetaryaffairs, but as I view the situation, no matter how good or how much more effetcive the Service Center approach can be proven to be, it is doubtful that a state or local government will be able to underwrite a significant number of Service Centers where 100% General Funded revenues are required. I firmly believe that the answer lies in the enactment of legislation which will permit the component agencies to share the cost of the intake function on a pro-rata or other formula basis in the same manner as they now share rental and telephone costs. I believe this is a logical direction because the elimination of duplication and the minimization of erroneous referral will result in sufficient savings to enable the reimbursement to the state.

Recommendations

1. Congress should appropriate the full amount of funds that the President has requested for the War on Poverty.

2. Congress should continue to support the Office of Economic Opportunity as a central poverty agency. The decentralization of programs by placing them in established agencies and abolishing the Office of Economic Opporunity will destroy the community action programs—the only vehicle for maintaining dialogue with the poor. To take these programs from the Office of Economic Opportunity is to take them from the people.

3. Congress should give more flexibility to local poverty agencies. There must be sufficient room left for experimentation and failure which is an important component of the learning process. In the War on Poverty we are still learning. The experience gained with earmarked funds has clearly made evident the extent that administraton becomes more difficult and local initiative is stifled by the hopeless maze of policy and procedural entanglements.

4. Congress should enact legislation which will permit the component agencies in a Service Center to share the cost of the intake function on a pro-rata or other formula basis. This legislation should allow for a comprehensive research project in order that the extent of the savings may be measured and that a basis for pro-rating costs may be developed.

Summary

Mr. Shriver and members of this Hearing Committee, I submit that our nation is at a crossroads. The socio-economic needs of that deprived segment within our 3.5 million Mexican American population throughout five southwestern states can no longer be ignored. The tendency to remain Spanish speaking constitutes a barrier to higher educational achievement, to finding and holding jobs, and to establishing wider social contacts in the society in which we live.

The very recent and long awaited research studies have already provided substantial information to support the needs of our people. We need improved educational facilities and suitable job training that will lead to higher income and greater social and occupational mobility. Many of the problems have no easy solutions and will take time to solve. But with recognition and understanding of their nature, public programs can alleviate the situation of the low-income segment of our Spanish surname people in the southwest. We must continue to pursue those community oriented programs that have shown or suggest a degree of success.

Our Congressional leaders must surely recognize that any gains community oriented programs have made in helping our Spanish surname communities remain far too short of the goals our Mexican American leaders have set. The task at hand is great—the time is short. Responsibility rests equally among the public and private sectors of our communities to combat the poverty of opportunity for those who can and should be motivated to use their full potential in a constructive contribution to our society. Public Assistance should be only for those who are physically and socially disabled to the extent they cannot function in our society without guidance and control.

The resources and tools to do the job are abundant but locked in a vault of bureaucratic complexity. These services are fraught with restrictive, inflexible regulations that either block opportunity or hinder the delivery of services the taxpayer expects government agencies to deliver efficiently and economically.

The correct combination or key that will unlock this vault of available resources is the Multi-service Center concept. Service Centers can deliver coordinated human services through combined government agencies. This interagency relationship and team approach can eliminate the treadmill of wasteful duplication and break a tragic cycle . . . Poverty of Opportunity. ■

Community Action Programs

by

CARLOS F. TRUAN

Vice President, Nueces County Community Action Board

In his famous inaugural address, President Kennedy said:

> "Man now holds in his mortal hands the power to destroy all forms of human poverty . . ."

When the Economic Opportunity Act of 1964 was passed in the Congress of the United States, many Mexican Americans felt this was another program for someone else.

For too many years, the Mexican American has been largely ignored despite the fact that our ethnic group constitutes the major minority group in the Southwest and the one at the bottom of the scale on virtually every criterion measuring health, wealth, education, and welfare.

Title II of the Act, providing for Community Action Programs, placed a new image on this federal program—a dialogue between the affluent and the poor, between the "Establishment" and the minority. For the first time in the history of many communities with "mexicano barrios," this part of the "War on Poverty" has brought the "haves" with the "have-nots" face to face to discuss mutual problems. In the past, it was always the rule and not the exception for the "professionals" to keep their distance from the "culturally-deprived." This, indeed, was a new experience, and one received with suspicion, perhaps by both sides.

One cannot assume that in 1964 or now in 1967 that the Mexican American community have accepted the "War on Poverty" as including them because of the suspicion for the monolingual and his past history of injustices. In the past, the Indian, the Negro, the Filipino, the Puerto Rican, and all other peoples in a situation similar to that of the Mexican American have been the object of moral responsibility. Not so the Mexican American. He has been, and he continues to be, the most neglected, the least sponsored, the most orphaned major minority group in the United States.

Family Concept

Many Community Action Programs thrive on the fact that they have an outstanding "Headstart Program," but when it comes to the adult of the family, nothing is said. We cannot dispute the success of this program for the pre-school children, in fact we applaud it. My organization of LULAC—League of United Latin American Citizens—pioneered pre-school classes with the "Little School of the 400" in Texas. This program proved such a success that the State of Texas adopted it into its curriculum.

Too often, Community Action Programs forget the family concept in attacking the total problem of poverty. The CAP should be planned and designed so that the programs offer opportunities to every member of the family, i.e., pre-school education, remedial classes, after-school study centers, adult basic education, and occupational training for the heads of families, and day-care centers to relieve widowed and divorced men and women so that they can get the necessary education and training to get them off the relief rolls.

As a rule, the Mexican American family is very closely knit. If the father, who is usually the dominating person in the family, has little if any formal education, he will resent being left out if the other members of the family are enjoying the benefits of the Community Action Programs.

Therefore, it is well to remember the family ties, and Community Action Programs should gear their thinking to helping not only the children, but the parents as well. Headstart is good, but the

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adult poor wants dignity and worth today, not twenty years from now!

On the whole, Community Action Programs have the tendency to be designed with narrow scopes and objectives. OEO guidelines should be geared so that communities will need to submit well-integrated programs as well as long-range planning.

Involvement of the Poor

The amendment to the Act that provides that at least one-third of the CAP board be representatives of the poor is good and sound. Frankly, my observation has been that the poor have been placed on the boards with little, if any, effective voice.

Their being elected to the local board should not be taken as satisfying OEO regulations. OEO should keep a close watch to see if the poor are being placed in responsible positions, i.e., are they serving as officers of the board, or even chairmen of sub-committees?

The involvement of the poor in administration, planning, and conduct of a Community Action Program is the key to a successful program. Through this involvement of the poor, a better view of their problems can be brought about to the community, and the development of leadership, motivation, and desire for self-help can be obtained.

OEO should direct local boards to schedule meetings in the evening when the poor can attend. Oftentimes, meetings are scheduled in the daytime when representatives of the poor are working and cannot attend. At other times, there may be two meetings per month, one in the morning and the other in the evening. In this case, the important matters are decided in the morning meeting when most of the poor are working.

Neighborhood Council Centers

Programs in community organization and total community development can prepare residents of poor areas to participate in CAP boards and the responsibilities of committee work. The development of neighborhood councils and small advisory groups can provide the mechanism whereby the poor can develop the techniques of community participation.

OEO should direct local CAP boards to hold "hearings" in the areas to be served on proposed new programs and on existing programs that are to be funded a second or third time. Too many times, I have witnessed programs being proposed at the local level and funded by OEO without the people to be served having had a voice in said program.

At other times, proposals have originated from the neighborhood centers only to be denied at the board level because the center has not been incorporated. If the people in the target areas had that much foresight to think up a given program, an OEO directive should be issued to all CAP boards urging them to allow the poor to manage their own affairs with as much help from the central office as possible.

VISTAS

Just like the Peace Corps has proved its worth, the VISTAS, likewise, are a blessing in disguise to the Mexican Americans to be served by OEO programs. Like I mentioned earlier, the Mexican American, also, distrusts the authorities, the welfare officials, the "professionals," if you may. However, the matter of who is the employer of the VISTAS comes up when they pursue a given course of action in trying to help the poor that does not meet with the approval of the local "power structure."

I say allow them to be one of the poor and have the freedom of speech and movement to carry out their work.

Mexican American Organizations

It is a known fact that the Mexican American will come out to programs sponsored by organizations whose members share the same language and culture. I have reference to organizations such as the League of United Latin American Citizens (LULAC), the American G.I. Forum, and the Community Service Organizations (CSO).

These organizations should be given the opportunity to sponsor OEO funded programs to work with the Mexican American with whom they have the facility of communications better than the monolingual who requires an interpreter.

LULAC and the G.I. Forum joined hands about two years ago and organized Jobs for Progress, Inc., a non-profit corporation organized for the purpose of eliminating poverty in the Southwest—with special attention to the culturally-different peoples of the Southwest, the Spanish-speaking—through the development of programs of job placement, training, and relocation. The proposal which is still not fully funded is better known as "Operation 'SER'—Service, Employment, and Redevelopment." This program was submitted jointly to the Office of Economic Opportunity and the Office of Manpower, Policy, Evaluation, and Research of the U.S. Department of Labor.

Why has it taken OEO and Labor so long to fund or approve "Operation SER"? I realize that some $225,000 were approved for the Regional Office located in Santa Monica, California, and for a "skeleton" crew in each state. But, what about the local centers, like the ones scheduled for Texas (Corpus Christi, Houston, El Paso, and San Antonio)?

Another matter which could work better with predominantly Mexican American organizations is that of "Citizenship Classes"—teaching the thousands of non-citizens what is needed to become United States citizens. It is absolutely ridiculous what many poor Mexican Americans have to go through to become citizens. LULAC, especially, has had great success in manning these classes on a voluntary basis. Perhaps, OEO would be interested in a program covering the Southwest on citizenship training. The U.S. Immigration and Naturalization Service just isn't doing the job.

Neighborhood Aides

Component programs implemented under the auspices of a community action agency provide employment opportunities to residents of low-income areas. These positions, referred to as "aides," range from office assistants to actually working actively among the poor.

The philosophy behind this approach has been helpful in my community because it has given the "professional" a true insight into the reality of the problems of the poor. We have found that the poor relate to a member of their neighborhood with more confidence than to an outsider.

Despite these findings, there is much to be desired in the neighborhood aide program. First, in some communities a number of aide positions have been substantial, that number has not made a significant gain in the unemployment problem of the poor community. I would like to see a rotation type program whereby the aide while employed, with the local CAP received literacy and vocational training to prepare them for jobs in the community. When this occurs, that position that is open can then be provided to other residents of the community.

Social workers and community organizers constantly criticize the lack of indigenous leadership among the poor. The skills learned by the poor employed by the local OEO program could be utilized by these professionals.

Secondly, extensive training programs should be implemented to assist those people who work with neighborhood aides. Personnel for this program can be obtained through local social service agencies, universities, and social work schools.

Thirdly, all neighborhood aide personnel should undergo an extensive orientation program in terms of social services available in their own community. Whether it's been lack of communications intentionally or not, the fact is that many Mexican Americans simply have not enjoyed the benefits of many programs.

Occupational and Vocational Programs

There are Community Action Programs that are so involved in the field of education as the only means of combating poverty that they forget about the the "breadwinner" needing job training or retraining.

OEO should discourage funding of such programs where funds are available from other federal programs such as the Elementary and Secondary Act. Similarly, the local CAP board should be encouraged to work with the federal officials responsible for programs that are not necessarily under OEO.

Consumer Action Demonstration Programs

The area of consumer education has been for the most part omitted in many community action programs. If the poor are to break loose from the cycle of poverty, they must be taught about managing their money.

I read where OEO signed a contract with the Bureau of Federal Credit Union, which has for over a year conducted courses in credit union operations and management called "Operation Moneywise." Has OEO introduced this program in the Southwest where the Mexican American lives? Both cooperatives and credit unions are sorely needed in our part of the country.

Legal Services Programs

The Mexican American has in the past been denied his day in court because of either his reluctance to get involved in legal matters or, else, because of lack of funds. We have taken abuses, injustices, and outright denials or our constitutional rights as evidenced so vividly by the Texas Rangers in Rio Grande City this year and their gestapo actions.

Now, however, the Mexican American, especially the younger generation, is becoming more aggressive and unwilling to accept the foolishness of the past.

A weakness of legal services under the CAP, as I see it, is its lack of being able to communicate effectively with the people to be served. The business of ethics and legal counselors not being able to advertise or publicize their services comes into conflict where OEO funded legal services are concerned. The need to publicize the availability of legal services to the poor is a necessity.

Coordination of Efforts

The CAP board should serve as a catalyst to bring other programs outside of OEO into the community and to serve as a clearing house for officials and agencies carrying out the other six titles of the Economic Opportunity Act.

For example, the local CAP director should work hand in hand with the Community Developers working out of the State OEO, as well as with the director of the Title V programs. In my area, this is not the case, and it has caused confusion and lack of coordination. OEO should remedy the situation.

In Nueces County, Mr. Homero Gonzalez is the Director of Title V, and is doing a fine job. Recently, he worked out an arrangement with the Commanding Officer of the Corpus Christi Naval Air Station, Captain F. C. Auman, for about thirty persons on welfare to receive "On the Job" (OJT) training with a good possibility for permanent employment after the training is over! There is no reason why similar programs could not be worked out for other people on welfare with other community employers. The point here is that the local CAP director knew nothing about the above arrangement.

Summary

The foregoing has been intended to present some problems and possible solutions regarding Community Action Programs. It is felt that definite strides should be made in cordinating programs to develop opportunities for all members of the family.

Involvement of the poor, and the development of leadership through specifically designed programs should certainly be followed.

The creation of job opportunities through occupational, prevocational and vocational programs should also be encouraged. These programs should be designed on numerous levels rather than only for the immediate area.

We must remember that the masses of Spanish-surnamed people in the United States have cultural value concepts which are distinct from these prevalent in the American urban society. OEO should make every effort to utilize existing Mexican American organizations for assistance and guidance in implementing anti-poverty programs among this ethnic group. In addition, Mexican Americans should be given the opportunity to be employed in responsible, policy-making positions.

The Office of Economic Opportunity is needed, and it should be allowed to continue intact. Just like labor and business have a voice in Washington, so must the poor.

Thanks again for this opportunity given me to discuss the Community Action Programs with you. ■

Inter-Minority Relations

by

LEONEL J. CASTILLO
Neighborhood Centers Association, Houston, Texas

Probably one of the least discussed problems of poverty in the Southwest is that of inter-minority relations.

The problem shows itself in the scramble for the limited number of jobs, programs and even in the essentials of subsistence. In those urban areas where there exist sizeable populations of both groups the problem will boil down to a specific: "Would it be better to hire a Mexican or a Negro for this job?" or it could become: "Which neighborhoods will be the recipients of this federal program?" or "Which neighborhoods should be dropped from the 'target areas'."

The problem manifests itself in the struggle to fill the jobs on the lower end of the economic totem pole.

The problem manifests itself in the public debates about the percentage of minority group members serving in Vietnam.

The problem manifests itself in the Anglo's hesitancy in either placing the Mexican American on a par with the Negro, or on an equal level with himself, the Anglo.

The problem will become even more pronounced if the Anglos continue to flee the inner city leaving the Mexican Americans and Negroes who continue to multiply as fast as they have, and who continue to move from the farm to the city. In 1950, 66.4% of the Spanish-speaking were in urban centers. But in 1960 the U.S. census found 79.1% were city folk. Comparable figures exist for the Negro population.

In every one of the Southwestern States the potential political power of a coalition of Mexican Americans and Negroes is sharply coming into focus. As of 1960 in Texas, together with the Negro, we comprised 27.1% of the total population; in New Mexico 36.4%; in Colorado 12.1%; in California 17.1%; and in Arizona 25.1%. The 1970 population will show much higher figures, but I think the point is quite clear.

Cultural Background

Although it is the purpose of this paper to consider some approaches toward developing better inter-minority relationships, some cultural background information is necessary before any rational solutions can be presented.

If one could make a list which described the "typical" Mexican American and then compared it with a list which described the "typical" Negro, he would find that they both differ sharply from the "typical" Anglo.

He would, for example, have to consider several different definitions of the term "my family." For the Mexican American *familia* means an extended group of individuals related by blood, by kinship ties, by ritual. For a Negro, "family" all too often refers to groups in a household not necessarily bound by blood. The lack of strong, male father-images has been cited by many persons, from Frazier thru Moynihan.

But the textbook Anglo family given us in school shows a father, a mother, Dick, Jane and Spot. Sociologists call this a nuclear, conjugal family.

This is a real and vital question. The definition of family which is used determines who will be included in a federal program.

If the nuclear, conjugal definition is used, the "typical" Mexican American family with its assortment of uncles, aunts, grandfathers, compadres and cousins is likely to be excluded.

There are other strong cultural forces that distinguish the two groups from each other and from the Anglo. The Mexican American is Roman Catholic, the Negro is Baptist Protestant. The Mexican American has deep roots in the Southwest; the Negro is a more recent arrival; the Mexican American woman is supposed to concern herself only with domestic and Church affairs; the Negro and Anglo women have more freedom to participate in civic affairs. The Mexican American has strong kinship ties to his relatives (both near and far); the Negro does not. The Mexican American places high value on his "machismo" the Negro does not. There are many operational implications that can be drawn from these facts.

Of course, the most common bond between the two minorities are those which Oscar Lewis described as characteristic of the Culture of Poverty in his famous *Children of Sanchez*. In the Southwest the Negro and the Mexican American share the problems of bad housing, poor health, discrimination, low educational achievement, low incomes—as well as all the other commonly accepted measures of urban and rural social health.

Using Civil Rights Tactics

It is a truism, commonly held and universally ignored, that the two minorities have much to learn from one another. May I suggest some civil rights tactics which could be extremely useful to the Mexican American in his fight for equal opportunity.

First, as a counterpart of the Freedom School concept we have to press hard for the bilingual school system. We have a proud heritage and the Spanish language is an essential ingredient of that heritage. Indeed it can truthfully be said that "A people without a history is like a tree without roots." Without our ties to our ancestors we lose our identity.

Second, we should support the Urban League, the NAACP, the local Councils of Human Relations and the other groups which are trying to promote harmony among the different races. As much as possible we should try to see that the Councils of Human Relations concern themselves with the problems of the Mexican American as much as they concern themselves with the problems of the Negro.

In cooperation with such groups we should begin to sponsor workshops with local civil rights groups on such subjects as:

Organizing and conducting economic boycotts.
Organizing and conducting negotiations with companies and with governmental agencies which exclude minority group members.
Using the mass media.
Techniques for reaching the hard core.
Ways of conducting anti-slumlord campaigns.
Election of sympathetic politicians.

The list could be extended indefinitely.

Along with Negro groups we will then be able to develop effective coalitions which can insist on stronger representation on OEO executive boards, City Councils, School Boards and other elective and appointive positions.

It seems to me that the Office of Economic Opportunity would be well advised to convene a series of workshops or institutes to give deep consideration toward the development of better interminority relations.

The Office of Economic Opportunity could also be influential in helping other governmental agencies such as the Dept. of Labor modify some of their operational definitions and methods so as to be more compatible with the cultural values of minority group members. OEO community development workers could, for example, assist local citizens groups in having police departments lower the height requirements, and thereby allow more citizens an opportunity to join the force.

What Can the Negro Learn From the Mexican American?

Just as there is much that the Mexican American can learn from the Negro and from the civil rights movement, there is also much that the Negro can learn from the Mexican American.

From us the Negro can learn more about the strength and beauty of family ties. From us he can gain insights into the vast continent that is South America. From us he can learn about the true value of having two languages. From us he can learn a humane way of caring for the elderly by keeping them at home; rather than putting them in miserable Homes for the Aged. In short, from us he can learn about a way of approaching life that is different from the WASP worldview.

How can we help the Negro to learn about the Mexican American?

First we must arrange for meetings between the Catholic priests in our barrios and the Protestant ministers in the Negro slums.

Then, we must open the little doors. We can invite Negro church choirs to sing at Mexican American functions. We can invite Negro civil rights officers to go with us on trips into Mexico. We can conduct youth leadership-training conferences for participants from both minorities.

Another way in which the relationships between the minority groups could be improved would be by the providing of stronger, public and private support to persons who elect to marry cross-culturally. This same kind of support should be given to couples who adopt children from ethnic backgrounds different than their own. The people who enter into such racially mixed situations need all the support they can get. Perhaps it is time for the organizations represented here to take an active interest in this matter.

Joint Urban Planning

The Model Cities Act offers us a good example of the type of planning process which could be used to develop effective interminority structures and communications patterns in our urban centers. Under the Model Cities concept, the minorities can work together in the development of concrete ways of converting our slums into viable, beautiful communities. Together we can, and should, and must, insist on the use of some of this country's vast engineering and industrial genius in rebuilding the ghettoes.

We could, if we but had the will and the vision, insist that those areas of our cities which are now used for residential-industrial purposes, be rebuilt with the emphasis on the resident and not on the industrialist. Let us insist that cement factories, lumberyards, brickyards, etc. all be required to relocate underground, and be required to stop polluting the air, and be required to use underground passageways for the movement of dangerous and bulky cargoes. After all, it is our children who have to walk through polluted air, across railroad tracks, and around massive truck trailers . . . to inadequate schools.

We have to insist that the American city be built for *people*—and not for the car or for the industrialists.

The task of redesigning our urban governments and of recreating our cities is as much that of our minority group leaders as it is that of white America.

New Towns

On a wider scale we should join with the other minority groups in planning for the development of completely new communities. These communities could be planned as multi-cultural, multilingual, centers. They could be built as satellite towns of some of the existing larger metropolises, or they could be planned in some of the wide, open spaces of the Southwest. Into the organizational structure of these communities we could build democratic mechanisms which would allow for full participation by minorities in government.

This is not a frivolous idea. The present population birth trends and the continuous migration of people to the cities require a viable alternative to continuous urban sprawl. Satellite towns in the Southwest represent one such alternative.

Furthermore, such cities could be planned so as to foster a healthy relationship between modern technology and human cultural factors.

Urban Index of Social Health

One difficulty in determining which area or which individuals are to receive priority in the allocation of the limited federal funds to fight poverty is the lack of a clear-cut index of social health. How indeed does one decide who is poverty-stricken and who is not?

It is difficult to define poverty or social deprivation without going into philosophical distinctions. One has to discuss potential, opportunity, freedom of movement and other crucial issues.

At present this is not possible, and many of us feel that programs go to the cities with the best proposal writers and not the greatest need.

How does one decide what to use as a proper measure of poverty?

I would suggest that the OEO commit itself to a project of several years duration which would be charged with the development of an index of social health. This index would include cultural factors, discrimination patterns, quality of housing, feasibility of movement, quality of education, general economic levels, mental health, and as many other variables as are relevant and feasible.

May I also suggest that the Office of Economic Opportunity encourage the Congress, directly and indirectly, to conduct an official census of the total population once every five years?

The general aim of such an index, and such a census, would be the development of a measure roughly similar to the Gross National Product, which is used to indicate the economic health of the nation.

I feel these measures would be a great aid in reducing the possibility of friction among minority groups. Decisions to allocate limited resources would not seem so arbitrary or be so subject to political forces.

Marginal Americans

The problems of marginality are best exemplified by the young Mexican American or Negro who goes away to school, earns some advanced degrees, and then finds it impossible to return to the place from which he came. This person no longer talks the same. He wears a different mental outlook. He, however, has retained enough of the old so that he is not completely comfortable in his suburban dwelling. While he may be regarded as a "success" by the general public, most of us can only call him a failure.

Less dramatic, perhaps, but nonetheless as real, are the problems faced by the Negro or Mexican American high schooler who is outstanding in his studies. He is always being reminded to refrain from abandoning his group. Even joining the Honor Society will mean spending a great deal of time among the Anglos. The marginality of these youngsters is increased by the low self-image which their ethnic group has. Once in school they are not allowed to speak their native language. They are subtly but surely taught that a little band of Anglos can whip a big band of Mexicans through such things as the Alamo and the battle of San Nacinto. The awful thing is, of course, that they learn these lessons all too well. Mexican Americans complete high-school with very little fluency in either Spanish or English. Negroes complete high school several class-years behind their Anglo fellow students. They are thereby unable to relate completely to either culture.

While we should allow for every man to live his life according to the dictates of his own conscience, we should still try to ingrain a sense of heritage and of responsibility to one's own. We might begin to do this by accepting and giving fewer scholarships, from any source. We might begin to do this by insisting on the development of a National Service Corps, which would insure a free college education to every American, in return for a year of service to his country. For the Mexican American and Negro we would arrange for tours of duty which would bring them into the barrios and ghettoes on community development missions.

In a sense all Mexican Americans are marginal men. It is much easier for us to assimilate into the total American culture than it is for Negroes. It is now possible for Mexican Americans to marry Anglos without being obstracized by the community. Some of us, because of our fair features, have no difficulty at all in passing as a "typical American."

The Negro cannot escape his color. He is black. This identity, while denying him some of the assimilation afforded the Mexican American, serves as a very tangible link with his brothers. For us the links are in the language and in the cultural values.

The young Mexican American college student experiences, as does his Negro counterpart, some severe identity problems. The youth wants to believe that he can have the best of two worlds. He wants to plant a foot in each culture's camp. For too many the end result is an unfortunate isolation from both cultures.

How can we help these marginal men to live full, meaningful lives? I would like to suggest a few ideas along these lines.

1. Together with the Negro we should explore the possibility of developing more cooperative dormitories, such as those at the University of Texas, which could be used to house students from diverse racial and ethnic backgrounds. These cooperative dormitories, run at minimal cost to the students, could be financed by any of the many nonprofit corporations interested in this type of project. The cost to the sponsoring organization would be small, as the students themselves would be responsible for the maintenance, and operation of the dormitory.

There is no reason why a neighborhood council in a poverty area could not secure a charter as a non-profit corporation for the purpose of building and sponsoring such cooperative dormitories.

The students living together in these facilities would have the opportunity to live with persons of other backgrounds; they would present to the total community a living proof of the possibilities of inter-racial living.

2. We should encourage these students to serve as Volunteer tutors to high school students of similar ethnic origin.

3. We should encourage minority youth to use programs such as VISTA, SDS, Accion and Peace Corps for the benefit of their people.

4. We should periodically invite them to attend our meetings, even after they have returned to live in a beautiful suburban home on the other side of the tracks.

5. We should hold special conferences, retreats, seminars and meetings to brief these students on the problems they and other minority members face.

6. We should make vigorous efforts to have the voting age in the Southwest lowered to 18. This would allow minority youths to participate fully in the solution of minority group problems. (It would also increase the political power of both minorities since both have median ages which are below that of the Anglo.) Such a step would also allow the Mexican American and Negro youth with an opportunity to exercise his voice on public matters.

7. The OEO, should with the cooperation of the LULAC's and the GI Forum and other groups, undertake a campaign to involve scholarship winners in community action efforts.

There can be no question but that some new ways of communicating the notion of inter-racial harmony are needed. By and large the educational institutions we have are inadequate for this task.

We have to design different types of schools. We have to create schools which are equipped to teach for life as it is. We have to insist, along with our Negro brothers, on the introduction of courses on minority groups in the curriculums followed by prospective teachers. We have to educate local inter-racial study groups.

A few friends of mine and I are working on the development of Spanish-language comics which portray inter-racial situations as normal and healthy. I see no reason why the same thing can't be done with other forms of communications media. Why not, for example, invite some of the Latin-American, Negro baseball players to speak to groups in our barrios during the off-season?

Utilizing Cultural Strengths for International Purposes

There has been so much emphasis in the past on the problems of alienation, apathy, disease and poverty of the minorities, that only rarely are we able to do more than cast supercilious glances at the strengths of these minorities.

This country and the world could profit greatly from the development of projects and programs which would allow for participation of Mexican Americans and Negroes in the international training and educational programs.

The American Southwest is a perfect location for the numerous training and study programs which are sponsored by the Peace Corps, the Agency for International Development, the State Department, the United Nations, the military, and by private industry. Here we have a blend and mixture of races and cultures struggling with the problems of urban development. Here we have a climate and architecture similar to that of many underdeveloped countries.

But where are such programs now being conducted? They are held at Harvard, Yale, Rutgers, Radcliffe, or in Washington, D.C., or in other places which are considered better only because they have more "experts" on their faculties and more books in their libraries. And who benefits from these programs? The "deprived" communities of Harvard, Yale, etc. benefit from these programs.

Texas, Arizona, New Mexico, Colorado, and California where we could obtain many bilingual staff members, albeit not with college degrees, is where the programs are needed.

There are many institutions and corporations which have the competence and the capability to administer such programs. There are numerous resources available. In Houston, for example, there is a large community of Spanish speaking professionals who would be invaluable in training Americans for service abroad. Yet, just the other day I spoke with a Cuban lawyer who is working as a bus boy, and with a Mexican professor who can't find a job because he doesn't speak English.

It would seem only reasonable that the Government should make strong efforts to relocate some of its international programs, particularly those dealing with Latin America and Africa in the Southwest. It would seem only reasonable that some of the many jobs which these programs generate should go to Spanish-speaking individuals.

If you wanted to train technicians or workers for Latin-America, we could furnish you with Spanish-speaking cooks, with Spanish-speaking janitors, with Native speakers of Spanish to serve as informants, with Spanish language movies, with

Spanish language comics, with Spanish language television stations, and with Spanish language newspapers. We could house the trainees in communities or *barrios* where Spanish was the medium of communication.

We could even furnish you with urban and rural slums which are as debasing to their residents—American citizens—as any slums anywhere in the world.

The use of the Southwest as a training ground for the Western Hemisphere would result in better jobs for local residents, in a better appreciation by the public of cultural values, and in better-prepared Americans abroad. In fact, the programs could be structured so that the language informants also learned the technical skills that the trainees did. It would also result in better international relations with our Latin-American neighbors.

More important than all the preceding, is the logical progression such programs would represent in our efforts to develop a World Community based on humanism and on respect for the dignity of the individual. These would be positive steps to alleviate the national blight of poverty and to assist other countries where the degree of human misery is so much greater.

This would also be a logical and natural way in which to introduce modern technological innovations to the "other world," of Poverty. ■

Migrant Farm Workers and America

by

GILBERTO ESQUIVEL

News Announcer, Station WJRC, Joliet, Illinois

Mr. Chairman: It is indeed a privilege to have been afforded the opportunity today of presenting testimony and to be a witness on behalf of one of America's most wide-spread problems, the Migrant Farm Worker. Yes, he is by all standards one of America's greatest problems, if for no other reason than that he is enmeshed throughout the mainstream of American society.

We must obliterate this problem now. This is necessary simply because a shiny apple with a rotten core cannot remain shiny for long. No matter how much we preach the world over about our "Great Society", it is still our own interior decay that dulls that shiny American image we are trying so hard to promote.

What is a "Migrant Farm Worker"? The English dictionary defines the word migrant simply as "one who migrates". But really what is this creature of man who, even though his existence is ignored by the "Great Society", still dares call himself an American? Who does he think he is? What is his role in this modern country? Where does he come from? Let me attempt to describe him for you.

The Migrant Farm Worker of today is an individual who is motivated to travel simply because of his own personal economic needs. The area he often times proudly calls his home-town has failed to provide him with the opportunity to obtain his basic family requirements, thus making travel necessary.

The vast majority of Migrant Farm Workers of today are individuals of Mexican extraction. This in itself is his greatest handicap. Why? Picture for yourself a person, who as a child grew up in a Spanish-speaking environment, building around himself an imaginary defensive shell, to be used for hiding his own feelings of inferiority. Having been thrown abruptly into a strictly English-speaking educational system, he fails to understand the meaning of such a strange new world. Finding no immediate understanding of his problems, he fails in every step of the way, making of himself a school drop-out even before he begins. That is, of course, if he is fortunate enough to attend the first grade. So with a third or fourth grade education AT THE MOST, he sets out to make a life for himself. Industry wants no part of him. About the only good thing that could happen to him at this time is to get drafted, but here again his education is bound to deny him this privilege.

What's left? Farm work, of course. It is here then that this migrant cycle begins.

Let's take a look now at the geographical area that the migrant calls his home. It's the Southwest, of course. Primarily the states of California, Arizona, New Mexico, and, above all, sticking out like a sore thumb, this so called great state of Texas, which is always too busy draining oil from the ground and counting heads of cattle to take a second look at this lowly being who harvests the food for everyone's table and picks the cotton for everyone's garments, that the migrant proudly calls home. Yes, the Southwest has created this creature, "the Migrant Farm Worker", and from here he travels, dragging along with him his wife and children. Sounds like a cozy situation, doesn't it, travelling and working along side your family? Yes, but it also means taking your children from school, depriving them of an education, placing them in one school after another, and in most cases no school at all.

His wife suffers along side him also, working in the fields all day, often times pregnant, living in shacks or barns by the field side. These dilapidated shacks or field houses, if you want to call them houses, offer *not* the comforts of home, that I guarantee. No heat, no running water, no bath, no screens, not even windows most times. Is it any wonder now why the Migrant is prime target to all communicable diseases. Tuberculosis has its highest rate among Migrants and the infant mortality rate runs as high as 35–40%.

Oh, but the Migrant Farm Worker is a proud man, he has to be proud in order to endure the humiliation and discrimination of the hostile Anglo majority wherever he travels. But he has to swallow his pride, to take the abuse, name calling, and threats made to him by his boss, the "Patron". He has to because he needs the job and he has no other trade.

He travels from the Rio Grande Valley to Traverse City, Michigan, from San Antonio to Winter Haven, Florida. He is led on by the many false promises of a life in which there are better homes, better schools, better medical care for his family, better wages, and above all, where he believes he will receive a more humane treatment than he has thus far received. This barrage of promises and misinformation are made to him by individuals who stand to profit by getting him to the job site. In some cases these are private individuals, but for the most part, agencies such as State Employment Offices, carrying on this false campaign of promises, in guise of helping the Migrant. In the Midwest, for instance, he is promised a minimum wage of $1.25 an hour, of which he actually gets $1.00 with 25¢ being withheld by the farmer to be given back to him after the crop is harvested, as a "bonus". Now, who ever heard of getting a bonus out of your own money. A bonus to me is something one gets above one's earnings, for a job well done. The most ironic thing about this whole set-up is that if the Migrant fails to stay on the job until all the crop is harvested, regardless of what the reason, he also fails to get the bonus. This, to me, is plain robbery. But to the Migrant this is still better than the 50¢ an hour he was getting back home.

So, Mr. Chairman, that is a "Migrant Farm Worker", whether a Mexican American from Starr County, Texas or a Negro from Belle Glade, Florida. Aside from the language barrier, their plight is still the same. They are nothing more than a rented slave. He has no collective bargaining rights. Congress took care of that when they forgot to include him on the Labor Relations Act that was only 33 years ago.

The Migrant has no union to protect his working rights, no legislation in his favor. So, what is he going to do? Better still, what is America going to do with him to save her image? Well, you might say, agriculture will be automated in 10 or 15 years, but where can we hide him till then? Where can we hide a million and a half like him?

A very wise solution to the problem is legislation. We have to be sure that Congress amends the National Labor Relations Act now to include the farm worker. He has to be given the choice of organizing and demanding a fair wage and better working conditions. More legislation is needed to cease the flow of foreign labor coming into this country and destroying whatever organizing effort Farm Workers have undertaken. But the final solution to the problem rests on the shoulders of the Office of Economic Opportunity. More programs should be directed to rehabilitate the Migrant. More research of his hometown area should be conducted to bring about better vocational and sound educational programs to his home area.

Recently Migrant Councils were started to help the Migrant in some Widwestern States where the Migrant follows the crop. This is good, but don't forget where the problem begins—here in the Southwest. Don't wait until a Texas Ranger sits down and writes a proposal to help the Migrant Farm Worker. Send O.E.O. representatives to establish Migrant Councils throughout the Southwest or wherever else they are needed. If America can afford to spend billions to put a man on the moon, she can well afford to provide for the betterment of her own citizens.

I thank you, Mr. Chairman. ▪

The Mexican American and the War on Poverty

by

ALBERT PENA

County Commissioner, Bexar County, Texas

First of all, Mr. Shriver, one of the young ladies advised that you looked like Governor Connally. I told her that's where the similarity stopped. I told her also that I would very much like Johnson to take Connally to Washington and send you to Austin.

I want to apologize to you, Mr. Secretary, for not having sent you a transcript. I just made up my mind three days ago to attend. I was reluctant to attend. I couldn't reconcile myself to attending the conference sponsored by the Federal Government concerning Mexican American problems when the Federal Government back home is the worst offender.

I talk specifically about Kelly Field and I am sure this is true of other Federal installations throughout the Southwest and throughout the United States. This is one of the reasons why I thought I would not attend, so you will please forgive me for not having sent you a transcript.

The fact of the matter is that, being last, my speech has already been delivered three or four times, so we'll try to hit some of the highlights, some of the things that I believe we can do to help accelerate the war on poverty.

Perhaps I'm the least qualified to speak on this subject. I'm not a social worker and I have systematically been kept out of all the anti-poverty committees for some reason or other. Basically, I'm a politician, and I accept this conference and I think we all should as a political fact of life. We came here to say something, all of us have, in one way or the other, and we hope that in Washington and in Austin, they are listening because if they're not listening now, we won't be listening next November.

I know that is as subtle as a meat axe but I don't know how to say it any other way.

I want to be completely democratic so I'll address you as ladies and gentlemen and others . . . and if you're half Anglo and half Mexican, neither, but this is one of the things that has always concerned me, the image, the Mexican American image. We're called so many things we don't know what we are. We're called Mexican Americans, Spanish speaking, Spanish Americans, Americans of Mexican descent. I think some nut called us Iberian Americans. So I have come to this conclusion, that I am three things and in this order: first of all, I'm an American because I was born here. Second, I'm a Texan because I was born in Texas, and third, I'm a Mexican without a mustache because no one will let me forget it.

It's very difficult for Anglos to erase from their mind the stereotyped serape draped Mexican sleeping in the shade with an empty Tequila bottle to his side and with the burro over here waiting for him to wake up.

Every time I meet an Anglo for the first time, or most of them, they try to impress me first with the fact that they made a trip to Mexico and that they love Tequila, they like bull fights, they like Mexican food, and some of their best friends are Mexicans.

Now, this leaves me pretty cold because, first of all, I don't like Tequila. I like scotch, and second, I don't like bull fights. I like a good professional football game, the Washington Redskins. But I must confess that I love Mexican food and Mexican women.

The point I'm trying to make is this, that—and we have heard this many times—that we are proud that we are Americans, but we are also proud that we are Mexicans and don't let anybody forget that.

We've got to learn how to identify as a group because when you do this, then you're going to find out that we're going to have more unity. My friend, Maury Maverick, Jr., told me one time, he said, you know what's wrong with you Mexicans and I said, what. "They made white people out of you and now you don't know what the hell you are." Well, we ought to know what we are. We ought to identify with our people. We ought to identify as Mexicans and the problems that are peculiar to Mexican Americans in the United States.

I would like to also mention just for a few minutes the significance of the Delano grape strike and the significance of the Valley farm march here in Texas.

Here in Texas, I know that the Valley farm marchers that marched from Rio Grande City to Austin had more impact than all the groups, LULAC, GI Forum, PASO, and what have you. I'm not criticizing them because I belong to all of them.

But this march had more impact in those few weeks than all the other things we've been trying to do. Why? Because they not only spotlighted the problem in Rio Grande City but they spotlighted the over-all problem of the Mexican American in Texas and throughout the Southwest. And recognition of our problems has been a long time coming. So these are crucial times for us. These next eight or nine or ten or eleven months are very crucial for us. Maybe we should all have stayed home and helped you just a little bit more, Mr. Shriver, and helped with our voter registration drives. This is important. Maybe we could do more good back home today going door to door and knocking on doors and registering people in the barrios because they are the people, these are the unorganized people and we must see that they vote. . . . The only way that they're going to be heard is through the votes. The only thing politicians understand, and I know because I'm one, is votes. They'll talk to people who have votes. And I think here in Texas, and there in Washington, they only understand votes. We need more understanding politicians. The only way that they are going to understand is for you to vote and register everybody in your communities. That's the only way that you're going to do it. It's the only way you're going to do it.

The Valley farm march spotlighted the problems we've been talking about, the high illiteracy rate, job and wage discrimination, the high tubercular rate in our communities, high infant mortality rate in our communities, poverty and injustice, all of these things were spotlighted. This is why it was so important. But there are solutions. I'm confident that there are solutions.

Think, for just a minute, and just imagine an island ninety miles off the United States, not Cuba, with eleven million people of Mexican descent dedicated to our democratic principles and way of life, and they had all these problems that we talk about, illiteracy and poverty and injustice, lack of jobs and high unemployment, all of these things. What would the United States do? They would give them foreign aid. They would give them massive sums of money to take care of that. This is the type of programs we need for the Mexican Americans. We need a Marshall Plan for the Mexican American throughout the Southwest.

These are the only things that I have reduced to writing and I'll try to explain here what I mean by this Marshall Plan.

What South Texas needs, what the land all along our Southwestern border needs, is a new climate, a political, social, economic climate in which the people, the Mexican Americans, can live decently. We need new outside capital to create new jobs. We need new education systems. We need new faces on the political scene and we need ideas. How are we to obtain this change? I'm not sure but I do know that unless the Federal Government begins soon to take unbreached steps towards creating the new climate, something is going to happen. It is inevitable that things will change. Hopefully, change would be orderly. I don't see how this would be possible without the massive assistance of the Federal Government. The State Government, particularly here in Texas, cannot, will not do the job. Most of the local governments up and down the border have but one function, to protect the status quo. In the past, I have called for a Marshall Plan for South Texas with massive aid, with massive loans, with massive technological assistance. What we got was the war on poverty, too little and too late. I'm not criticizing the war on poverty. What I'm saying is, this is an extension of the war on poverty.

For example, we have some very fine programs in San Antonio. I think we have one of the finest youth organizations, SANYO.

We have the greater San Antonio Federation of Neighborhood Councils and . . . they are beginning to do battle with the power structure, so I am not criticizing. I'm saying that the war on poverty as it exists now is not enough. We need to create a new climate.

The Federal Government certainly has the resources to change the atmosphere in the border lands. We saw, after World War II, the demonstration of this when the United States Government converted the economically, politically, and morally destroyed people of Western Europe and Japan into democratic prosperous allies. Why not this for the Americans who live along the border?

I said we need capital. We need it to create jobs which would create the resources for educational and political changes which would pull South Texas and the border land up and we need the capital on this side of the border. If we can subsidize American capital flowing into Mexico, why can't we subsidize American capital flowing into South Texas?

If we can create jobs for Mexicans in Mexico, why can't we create jobs for Americans in America? If we can fight a fifty billion dollar a year war to free the Vietnamese in Viet Nam from political tyranny, why can't we do the same for Americans in America?

I want to conclude by outlining what I think the role of government should be, what I believe is the philosophy of la causa. I delivered this to a SANYO meeting and also to a PASO convention.

My philosophy, and I am sure that most of yours, are the results of two great men. These two men were dedicated men. They were sincere men. They were good men. They were religious men. One was the leader of a great nation and the other was the leader of a great religion. One died a very young man. The other died a very old man. And both their names were John. One was John Fitzgerald Kennedy and the other was Pope John XXIII. The two Johns wrote many things and they said many things. Pope John wrote *Pacem in Terris*. John Kennedy wrote *Profiles in Courage*. And basically, they believed this. They believed, first, that all men are created equal in the image of God. They believed that every man was entitled to a good job, decent wages, an education, medical care, and decent housing, but more important than that, they believed that every man should have the equal opportunity to obtain these things and such was the impact of the two Johns that when John Kennedy died, even Republicans, conservatives who never voted for him, cried unashamedly, and when Pope John died, Protestants and Jews declared a week of mourning. Such was the impact of the two Johns. Both said, in different ways, that this generation of Americans has been handed the torch of freedom. Think about that for just a minute. You have been handed the torch of freedom but you're not going to get it until you stop asking for it and demand it. ■

Economic and Social Development Hearing

before

THE HONORABLE VICENTE T. XIMENES

COMMISSIONER, EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

214- 215

Civil Rights—Need for Executive Branch To Take Positive Steps To Rectify Discrimination in Jury Selection, Voting Eligibility and School Enrollment

by
JAMES DE ANDA
Attorney, Corpus Christi, Texas

I have been asked to discuss the problems of discrimination against Mexican Americans in jury service, voting eligibility and school enrollment, and the role of the Executive Branch in ending this discrimination.

The fact that I have been asked to speak on the problem, concedes the existence of it. Therefore I will not dwell on the admitted fact and references to specific instances of discrimination are made only to show more clearly the need for prompt and meaningful administrative action.

When we speak of remedies for the denial of constitutional rights as they pertain to schools, voting and jury service, we are in the domain of the lawyer. So we must look not only at the Mexican American, the injured party, but to the private practitioner as well.

First, what of the party on whom the [illegible] is inflicted? What kind of complainant does he make? Does he have a "damn the torpedoes, full speed ahead" approach? Unfortunately, no. There appears to be a uniformly fatalistic tolerance to the intolerable on the part of those whose rights are denied. Fear of reprisals, fear of failure, and ignorance of those rights are calculated to make a reluctant litigant. These factors are magnified in smaller communities where economic necessity requires a subservience to those who control the purse strings. In these areas, oftentimes the persons who make unlawful school board policies are the employers of the parents of children who are being discriminated. Suing your boss, when a job is not easy to come by, is a very unhappy event calling for almost unnatural courage. The usual situation requires that a stimulus be provided to precipitate action by the injured parties to protect these cherished rights.

Can the individual lawyer provide this needed impetus? And will he? To date, the answer, with rare exception is "no." The traditional role of the lawyer, the canons and mores of the legal community, oppose the instigation or fomentation of lawsuits. Apart from this philosophical barrier, there are practical considerations which make it difficult to find an advocate. Shakespeare observed rather strongly that "There is no breath so foul as that of the unfee'd lawyer." In defense of the profession, it can be honestly stated that the quotation is an exaggeration, but the fact remains that the lack of funds for legal expenses is a detriment. Furthermore, identification with civil rights causes of this nature is calculated neither to enhance a lawyer's social status in his community nor his acceptance by the established economic interest. Again, these factors weigh most heavily in rural areas and in smaller urban centers.

How can this void be filled? How can these problems be exposed and corrections be made? One possible remedy would be for the administration to recommend legislation to provide for attorneys' fees in school, jury and voting cases as is now provided under the equal employment provisions of the statutes. But this would not relieve the community pressures, economic reprisals and social stigma involved. The solution lies in executive action through investigators whose responsibility would be to ferret out violations, to consult and negotiate with school officials and to recommend court proceedings to the Attorney

General in appropriate cases. This approach has been successfully used in practically all areas of government concern and regulation. The Equal Employment Commission is very active and openly solicits complaints and follows through on those complaints. The Labor Department is most active in enforcing minimum wage provisions. The accomplishments of these agencies in a relatively short time, illustrates the good that can flow through an aggressive agency, competently staffed.

Attention is now focused on the specific areas which are the subject of our concern.

Jury Discrimination

Other than the field of criminal law, where the defendant claims violation of his constitutional rights, little has been done to insure cross-section participation of the community on jury panels. Criminal lawyers are never hesitant to raise defenses based on violations of constitutional rights; and the protective court decisions touching on jury discrimination have been almost exclusively in this area where cases have been reversed because of illegalities in the jury selection process. These same illegalities occur in civil cases. An example of this was exposed in Corpus Christi, Texas, where I live. A study was made of civil juries and it was found that although forty-five per cent (45%) of the people of Nueces County were of Mexican extraction, that only about five per cent (5%) of the jury panels were Mexican Americans. This was attributed to disqualifications of jurors due to language handicap, absenteeism and a general group reluctance to serve on juries. However, a study made by a group of lawyers disclosed that residents of certain precincts, comprised almost exclusively of Mexican Americans and Negroes, were never called for jury service. The evidence was damning and overwhelming. The local bar association reviewed the facts presented by the study and consultations were had with the officials involved in jury selection. Unofficially the reason given for the situation was that "these jurors would never appear for jury service anyway and the county would lose money." "That these people were not qualified for jury service." The official reason given was that the jury wheel was too small and that the name cards did not properly mix. Solution—get a larger jury wheel. This was done and amazingly enough the following year the number of Mexican American names appearing on jury rolls increased to as much as forty per cent (40%) of the total persons selected. The composition of the juries changed and so did the results of jury trials. A jury system is fair only if the jury selection is fair and only if the jury truly reflects a cross-section of the people. When this fails, then the miscarriages of justice that we are witnessing and have witnessed in the deep South in criminal cases results. What people do not understand is that their civil rights, their economic rights are affected just as are their personal privileges and liberty. Insurance companies are aware of this and there is a reluctance on the part of many insurance companies to issue liability insurance to minority groups simply because they think that a member of the minority group, when he goes to the courthouse, has two strikes against him; first, law enforcement prejudice, and second, juror and judicial prejudice. "An injured or dead Mexican isn't worth as much as an injured or dead Anglo"—I have had insurance company adjusters and lawyers blatantly make this statement to me in settlement negotiations and I have recognized the accuracy of what they say. Only a year ago one of my associates participated in a trial that resulted in a hung jury because one of the jurors believed and stated her position "that no Mexican was worth ten thousand dollars." Token representation on jury panels is not enough because under our system of pre-emptory challenges, the attorneys for each side have the right to strike a certain number of jurors without stated cause or reason. I do not criticize my adversaries for taking advantage of the situation. These are advocates whose duty is to do anything legal to win their case. I can and should criticize officials who permit this stiuation to exist. One other example might serve to illustrate the importance which all attorneys attach to the make-up of the jury. Court records in my county revealed that for a long period of time the prosecutors in criminal cases without exception struck from the jury list all Mexican American names in cases where a Mexican American was the defendant. One prosecutor had the habit of numbering his strikes in the order in which he made them. Invariably, the first names he struck were the Mexican American names. Again, I want to emphasize that this is not a criticism of the lawyer whose business it is to try to obtain the most favorable possible jury from the panel for his side of the case. My purpose in relating this story is to point out the need for more than token representation on juries of a particular ethnic group. Jury selection in federal courts has also been discriminatory and in many areas it has been accepted practice to use service club lists and personal knowledge to make up a jury list. In many areas federal juries have a reputation of being "blue ribbon juries." Voter registration lists have not been used but should be to get a true cross-section representation. The excuse that there will be inconvenience due to disqualified jurors may have some validity, but it does not override the necessity of an impartial jury of one's peers to pass judgment on a case.

School Enrollment

A steady stream of federal court decisions have made what we refer to as "de jure" segregation, old hat. Insofar as the Mexican American is concerned, "de jure" segregation (that is, segregation under color of law or policy—intentional segregation), while once widespread and accepted as much as the segregation laws directed toward the Negro, is past history. Occasional exceptions to this statement occur. But practicing segregationists, like other unlawful elements in our community, have moved "uptown." The segregationists and their methods have become more sophisticated and when backed to the wall by legislative enactments and court decisions, their ingenuity rises to the occasion. Therefore, we still have segregation, and be it "de jure" or "de facto," it is as harmful to its child victims.

Our neighborhood school concept has brought about substantial de facto (that is, unintended) segregation. This unfortunate result of neighborhood schools has been augmented by occasional de jure acts in creating school boundaries, broad exceptions to strict compliance with boundaries, and connivance with the real estate industry. While discrimination in housing is not within the ambit of my discussion, it bears a relationship to our school discrimination which cannot be ignored. The neighborhood school policy has made school segregation and housing segregation bedfellows. The housing segregationists, just as the school segregationists, have grown sly with the years. We seldom find deeds with racial covenants and restrictions. The provision that "No Mexicans, Spaniards, Spanish-speaking, Mexican Americans, Americans of Mexican origin" can own land or live in a particular area except as "groundkeepers, chauffeurs, maids and/or cooks" has been replaced by unwritten agreements on the part of developers, builders, real estate salesmen, and even financial institutions. Loans are not approved, houses are sold to others by "mistake", delays are encountered, appointments are not kept. Combinations of these things or all of them occur to prevent the sale of a house to an undesirable. Yet we have the tools to prevent the occurrence of these injustices. There are FHA and VA regulations promulgated to prevent discrimination. Unfortunately, there has been very little effort that I have observed on the part of these agencies to enforce these rules. These agencies and their inspectors are quick to point out any deficiency or inadequacy in a home or any failure to comply with building requirements. But these same staff people ignore violations of racial discrimination, and if they are doing anything about it, they have been most discreet. If these agencies would mend their ways and require compliance with their rules, there would be at least slight relief to our current de facto segregation. I want to emphasize the word "slight" because our minority group has other serious hurdles to clear apart from the housing practices mentioned.

The low economic state of many Mexican Americans would keep most out of the more desirable residential areas. What of the children who are kept in the slum areas and in the ghettos by the low economic state of their parents? These children must depend wholly on the school system for their academic betterment. They can get little or no help with their homework or advice on school matters from parents who never attended a day of school. These children should have the very best that a school system can give them to substitute for that which is expected of more fortunate parents. Yet the opposite is true. These children usually attend school in old and dilapidated buildings; their curriculum is "toned down" partly because school officials don't expect them to know much anyway and partly because their teachers are usually the most inferior that the system has. These schools are overcrowded and school supplies and teaching aids are scarce and rundown. As pointed out by one recent federal court opinion, we cannot ignore the constitutional mandate of "equal education" despite the demise of the "separate but equal" doctrine." De facto segregation is a burden of the poor. Be the child, "white trash, mexican or nigger," it is his poorness that makes him the object of discrimination.

What can be done? Unequal schools, unequal facilities, overcrowding and ill-prepared teachers are obvious to anyone who will but look. And when such a situation is known to exist, the policy of "deliberate speed" has no place. It should be replaced by a policy of "immediate change." Such can be accomplished by an aggressive agency, prompt to seek judicial relief and prompt to take administrative steps such as the suspension of funds, accreditations, purchase of government equipment and other steps, when cooperation is not immediately forthcoming.

In the administration of housing policies, such as rent supplement housing, care should be taken not to authorize projects where they will result in creating slums and ghetto areas. As an example of this, I again point to Corpus Christi. A recently approved housing development is to be constructed which will be used exclusively by Mexican Americans for it will be in a Mexican American neighborhood and no one else will want to live there. The schools in this area are already overly congested and inferior to the system as a whole. Yet the problems of this area will now be magnified and increased and left to some future generation to try to solve. Inadequate planning, well meaning though it be, is still inadequate.

Voting Discrimination

It is a statistical reality that the Mexican American group falls far behind other ethnic groups in its participation at the polls. This applies both to persons registered to vote and to those who vote after being registered. In Texas the reasons for this state of affairs have been a poll tax now abolished; an unreasonable and unfair deadline for registering to vote (January 31 of each year); rigid and unrealistic interpretation by our state officials of our registration laws; and setting general elections on a weekday.

We must acknowledge with some embarrassment that our voter participation is less than just about any country in the world which holds free elections. In Vietnam we have been told that approximately seventy-five per cent of the electorate went to the polls in the recent elections. Texas could seldom top or equal this figure. The precincts of the wealthy, of the controlling interests, of the well-to-do, invariably vote much more heavily than do the precincts of the minorities. Indifference plays a part, but like the jury wheel situation I discussed earlier, it is not the answer. I do not know how much effort has been made to change our general election day from a Tuesday to a Saturday but I do not hesitate to make this recommendation, or as an alternative, to declare election day a national holiday. Although our election laws provide that the polls shall be opened from 7 a.m. until 7 p.m., for all practical purposes, the poor working man can vote only late in the afternoon and early evening. Job requirements, not infrequently artificial, may deprive a person of his right to vote.

The legality of unnecessary and unreasonable voter registration procedures should be challenged at every turn by the Attorney General. Only a few days ago, the Attorney General of the State of Texas, issued an opinion (in direct contradiction to a previous opinion issued by another attorney general) that persons who send in their registration applications by mail, must send those applications in individual envelopes, and that voting registrars could not accept applications mailed in bulk, nor presented in bulk by civic organizations or others. The stated reason for this interpretation was that "it would prevent fraud." Our Attorney General has never stated why mailing applications separately rather than together makes for a more honest registration. In view of the fact that it is the duty of the registrar in each county to mail the registration certificate only to the applicant at the applicant's residence, I have been unable to find anything beneficial in the interpretation. It does make it most difficult for civic organizations and volunteer public spirited citizens to hold registration drives and register voters. It would appear to me that such an interpretation should be challenged in the courts but to date, nothing has been done. In Texas, voting instructions can be given only in the English language. Such a rule has no valid purpose in areas where representatives of all interests are bilingual.

Conclusions. Despite the real or fancied impediments to immediate, effective administrative action, the Executive Branch and its agencies must recognize that we can no longer afford to wait, to make studies, to gather statistics and then shake our heads in anguish. The problems that I have discussed demand immediate solutions. I hope that my suggestions will help, even in a small way, in bringing about change. Those agencies that have exercised diligence and sincerity have been rewarded for their work. Our draft boards have not had the same difficulty in finding qualified people as have our jury commissioners. In Nueces County, over 75% of the men killed in Vietnam bear Mexican American names. I do not mention this boastfully for I have no reason to brag of the heroism and sacrifice of others. I simply use this illustration to point out that where an agency wants minority group participation, this is accomplished quickly and in full measure—protests, language handicap, lack of training and all else, notwithstanding. Thank you. ■

Cultural Heritage of the Southwest

by

Dr. Sabine R. Ulibarri

Professor of Spanish, University of New Mexico

In the beginning was the Word. And the Word was made flesh. It was so in the beginning, and it is so today. The language, the Word, carries within it the history, the culture, the traditions, the very life of a people, the flesh. Language is people. We cannot even conceive of a people without a language, or a language without a people. The two are one and the same. To know one is to know the other.

We are gathered here to consider this dual unity, this single quality: a people and their language, in danger of coming apart. This threatened split infinitive has become a national problem. A wedge has been driven between the Hispano and his language. As a result the Hispano is floundering in confusion, and his language is dying on the vine. A dynamic and aggressive Anglo culture has come between him and his past and is uprooting him from the soil, cutting him off from his ancestors, separating him from his own culture. Very little is being done to facilitate his transition from the culture of his ancestors, whose voice is silent, to the culture of the majority, whose voice makes his laws and determine his destiny. As his language fades, the Hispano's identity with a history, with a tradition, with a culture, becomes more nebulous with each passing day. His identity as an Anglo is not yet in sight. There is no assurance that such an identity is possible, or even desirable. A man is what he is, and if he isn't that, he isn't anything. In terms of the national interest, our greatest natural resources are our human differences, and it behooves us to cultivate those differences. It is one thing to homogenize milk; it is quite another thing to homogenize the citizenry. It would appear, therefore, that a loyal, productive and effective Hispano citizen, proud of what he is and of what he has to give, has more to offer his country than a de-hispanized, disoriented Anglo with a dark skin, a mispronounced name, and a guilty conscience to boot.

From the standpoint of the preservation of our natural resources, every attempt must be made to save the Spanish language. It is the instrument that will make the English language available to the Spanish speaking child through well-trained bilingual teachers. The voice of America must be multilingual if it is to be understood around the world. The best bilinguals in Spanish and English are coming out of the Spanish speaking Southwest. This human resource, which our government and industry are utilizing most effectively, must not be allowed to dry up. For better or for worse our destiny is inextricably interwoven with the destiny of our Spanish speaking friends to the south.

If we wish to hold on to the cultural heritage of the Southwest, we must preserve the Spanish language. If the language goes, the culture goes with it. This is precisely the spiritual crisis of the minorities of the United States. They are losing their native languages, and with the language they are losing a certain consciousness of their own existence. They are losing something of their vital polarity, something of their identity. They find themselves somewhat uprooted, somewhat disoriented. A manner of being, a way of life, forged slowly since the beginning of history is lost with the loss of the language. Until a new consciousness, a new manner of being, is forged through and by the newly acquired language, these minorities will remain somewhat disoriented.

It is all a matter of language. It is a matter of economics. It is a matter of rural versus urban societies. Hispano children speak Spanish. Most of them are poor. Many of them live in the country. Many have recently moved to the city. Consequently, they are predestined to failure, frustration and academic fatigue in our national public schools.

The Hispano child begins with a handicap the very first day he shows up in the first grade. English is the language of the classroom. He speaks no English, or he speaks inadequate English. The whole program is designed to make him an Anglo. He doesn't want to become an Anglo, or he doesn't know how. He comes from a father-dominated home and finds himself in a female-dominated classroom. The Anglo concepts and values that govern and prevail are unintelligible to him. In all likelihood he comes from a low social and economic class, and there he is in an Anglo middle class environment. Much too frequently he is fresh out of the country, and the city in general, and the school in particular, might just as well be in another planet. He probably feels very uncomfortable and self-conscious in the unfamiliar clothes he's wearing. He looks about him. The teacher, far from representing a mother image, must seem to him a remote and awe-inspiring creature. The children around him so friendly with one another and so much at ease, look at him with suspicion. There is nothing in the atmosphere from which he can draw any comfort. Everything he sees is foreign. The climate of sound is confusing and frightening. The Hispano kid, Jose Perez, finds himself in a hostile environment indeed. He will never, ever, forget this day, and this day will influence everything he does from then on. So the very first day in school, before he comes up to bat, he has two strikes against him. Before the coin is tossed, he has a penalty of a hundred yards against him. He has to be something very special, a star, a hero, in order to win.

Amazingly enough, he does much better in the primary grades than one would expect. It is later when he gets into deep trouble. In the primary grades the language of the classroom is primarily what the linguists call "sign language," that is, the kind of language a dog would understand: "stand up," "sit down," "go to the blackboard," "open your books," "let's sing." The Hispano kid falls behind in the first grade, but not too much; his intuition and native intelligence keep him afloat.

Each successive year he falls farther behind, and as time goes on, as the language becomes more abstract and more transparent, the gap of deficiency becomes wider and wider—until he becomes a drop-out. We hear a great deal about the high school drop-out. We are going to hear more and more about the university drop-out. Imagine if you will the young Hispano with his high school diploma in his hot little hand who appears at the university. He's highly motivated, eager and full of illusions. He has been more successful than most. His family is very proud of him. He is going to be a somebody. Then comes the shock. He finds out. He doesn't know how to read! His teachers never taught him how to read. How could they? They didn't know Spanish. They didn't understand his culture. No teacher can teach a second language effectively without knowing the native language of her students and understanding their culture. So the kid is suspended. No one can blame him if he feels cheated, betrayed and frustrated. He earned that high school diploma in good faith, and he put in more than the normal effort to earn it. And a valuable asset to our society is lost in anger and despair.

Education is the answer. School boards, school administrators and teachers must stop wringing their hands, or looking the other way, hoping the problems will vanish. They must face the issue and seek sanitary educational and social solutions. Admittedly, the problem is bigger than they are. Let them confess it. Then let them find the answers and the advice they need, outside the college of education if that is where they are to be found. Hispano parents must learn to place their confidence and cooperation in the schools. Employers must be educated too. They must find out that discrimination is detrimental to them and to the nation they profess to serve.

Above all the Hispano should be educated in his own culture, his own history, his own contribution to the life-stream of his country. An American citizen of Jewish extraction, who is proud of being a Jew, is worth more to himself, to his people and to the United States than one who is not. An Hispano who doesn't speak Spanish must choke on his chile. But before anyone can be proud of being an Hispano or a Jew, or anything else, one must be proud of being a human being. This is not easy in the poverty puddles in which many an Hispano exists in a subhuman level, according to American standards, his grace, dignity, and pride eroded by more than a hundred years of privation, denial and dishonor. This nation can certainly give this man the tools and the materials with which he can build himself a ladder, and the dream that will make it worthwhile, with which to climb to a better and brighter manana. If he's got the stuff he'll make it, and he'll be a better man for it, and the United States will be the richer because of it. In the name of the Virgin Guadalupana or a Cristo de Velasquez don't offer him an elevator! The Statute of Liberty, The Constitution of the United States and the great American dream promise opportunity to compete, the chance to challenge, the hope to cope with the imponderables of our times and circumstances.

And we must educate the child! We must begin with that first grader. Let us catch him before the traumatic first day in the first grade. Let us give him a preschool orientation where we work him in slowly with toys, games, puzzles and songs into the new fabric that is going to be the pattern of his life. Let this happen with other children like him and a teacher that looks like his mother, his aunt or his grandmother and who speaks his language. Let us decorate his classroom with things he can identify and provide him with color-books with people and events he can recognize.

In the first grade, and throughout the primary grades, let us give him instruction in both Spanish and English. Being, in most cases, illiterate, the printed word is as far off as the stars on the dark side of the moon to him. The printed word in English is practically null and void, since it often does not look at all like the spoken word. The Spanish printed word, however, is written exactly as it sounds, and thus is not nearly as remote. So, from a pedagogical standpoint, it makes sense to introduce the little savage to the concept of print and writing through a system of symbols he can understand. This is relatively easy because the spoken language with which the child is familiar corresponds point for point with the symbols that appear on the printed page. Once he accepts the idea of silent and visual communication, he can be eased into a similar experience in English. The teacher, it goes without saying, must know both languages perfectly. It would help tremendously if the child could have the same teacher for the first three years. English, of course, should be taught as a second language by a teacher who knows the score. This kind of approach would give the Hispano child a status he sorely needs. Furthermore, it would give him the sweet taste of success. Success in one area can cast a glow that will illuminate other areas.

As this Hispano child progresses through school cultural content should infiltrate his program. The history of the conquest and colonization of the new world. The conquest and colonization of his state. The heroes of Spain and Spanish America. All of these will give him money to spend in the world's fair, will make him a person to be considered in the social arena that is so important to big and little people. In the process, Hispanic culture and all it has to enrich our Anglo-American culture will endure, aesthetically, practically and vitally. ■

Civil Service and the Mexican American

by

JUDGE ALFRED J. HERNANDEZ

Immediate Past President, League of United Latin American Citizens

Commissioner Ximenes, Mr. Macy, Mr. Moskowitz, Mr. Robles, Ladies and Gentlemen: I consider it a great honor and a privilege to have been given the opportunity to appear before the Chairman of the President's Cabinet Committee on Mexican American Affairs and present testimony which I have compiled as a result of my work with the Mexican American people of this country concerning the tragic situation that presently exists in Civil Service affecting the Mexican American. In my presentation I will present statistics that are taken from the study of minority group employment in the Federal Government, prepared by the U.S. Civil Service Commission in 1966, and I will present information on specific cases about which I have personal knowledge or which have come to my personal attention.

The Civil Service Commission, in the preface of the 1966 study of minority group employment in the Federal Government, stated through its Chairman, Mr. John W. Macy, that the purpose in collecting and publishing this report was to provide a means of assessing progress and identifying areas where greater efforts must be made to assure equality of opportunity. It is somewhat ironic to note that 150 pages of this report were dedicated to publishing employment statistics in the Federal Government as concerning the Negro, while only 14 pages were dedicated toward presenting the plight of the Mexican American in government today. However, I do not feel that we should really complain, but rather we should consider ourselves fortunate as the entire picture of the American Indian, the original American, was reported in 12 pages. If we are to use this report, either as a means of recording the progress or identifying the areas where positive affirmative action must be taken to assure equality of opportunity in employment with the Federal Government, it is necessary that we begin our study with the agency that compiled this report—the Civil Service Commission.

In the Civil Service Commission, which is under the direction of Mr. Macy, there are three commissioners none of whom are, or have ever been, of Mexican American descent. There is within this Commission a Board of Appeals and Reviews whose primary function is to pass upon all appeals brought forth from civil service employees who feel that their rights have been violated by their supervisors in either promotions or terminations. Again, there are no Mexican American members of this Board, and although a vacancy existed on this Board several months ago and Mexican Americans were urged to apply for this position by the Civil Service Commission itself, either the position still remains vacant or it has been filled without any publicity and without our knowledge by a person not of Mexican American descent. At the regional levels there are, to my knowledge, no regional directors of Mexican American descent and only a very small number of Mexican American investigators, among whose duties are included those of investigating alleged complaints of discrimination in government agencies and military installations.

The great need for bilingual and bicultural investigators in the Civil Service Commission can best be illustrated by the situation which occurred in the immediate vicinity of El Paso at White Sands Missile Range. At this installation complaint after complaint had been presented to the Spanish-speaking community surrounding White Sands Missile Range as well as to the Department of the Army and the Civil Service Commission.

Early this year the Civil Service Commission sent a team of investigators from its regional office in Denver, Colorado to investigate these alleged acts of discrimination. The team arrived at White Sands Missile Range and spent between six to eight weeks interviewing employees of the Range who wished to present grievances to the Commission. At the end of their investigation they compiled a voluminous report and presented a copy of it to the Civilian Personnel Officer of the installation. The report was comparable to a thesis that is prepared by a person in pursuit of a doctorate degree for it served only to confuse the Civilian Personnel Officer in regard to what the actual grievances were and what actions should be taken to correct them. None of the investigators were of Mexican American descent. Shortly thereafter the Department of the Army, through the Commanding General of White Sands Missile Range, requested that Department of Defense Contracts Compliance Office lend them the services of Mexican American community relations specialists. A team of Mexican American employees of the Department of Defense Contracts Compliance Office arrived at White Sands Missile Range, met with the Commanding General and the Civilian Personnel Officer, met with supervisory employees at the Range, and met with Mexican American organizations and community leaders in the cities of El Paso, Texas and Las Cruces and Alamogordo, New Mexico. Both of the investigators were bilingual and bicultural and were able to communicate with Mexican American employees as well as with Mexican American community leaders and determine the problems that existed at this facility. It must be mentioned that this facility had undertaken a program of affirmative action designed to assure equality of opportunity for all employees, and that the Commanding General of this facility was personally committed to the principles of equal employment opportunity. However, this program had not been fully communicated to Mexican Americans in the community or to their employees. At the end of one week the community relations specialists met again with the Commanding General of the installation and presented to him their specific recommendations toward correcting the problems that existed. Approximately one month later a conference on equal employment opportunity was sponsored by the Commanding General, and approximately one hundred Mexican American leaders of the surrounding community were invited. At this conference the installation's program, dedicated toward insuring equality of opportunity for all employees, was presented. As a result of the work of the community relations specialists and the conference held by the Commanding General, lines of communication have been established between this facility and the Mexican American community.

A similar incident occurred at Sandia Base located in Albuquerque, New Mexico, where the Civil Service Commission again undertook to conduct investigations of alleged acts of discrimination against Mexican American employees. Following the Commission's visit and their lengthy report to the Civilian Personnel Officer, the same team from the Department of Defense Contracts Compliance Office was invited by the Commanding General of this installation and assigned by the Department of Defense to serve as consultants to the Commanding General. The team again proceeded to meet with Mexican American employees, Community leaders, supervisory personnel, and the Civilian Personnel Officer of this installation. Upon the conclusion of their visit, they made specific recommendations to the Commanding General which were geared toward correcting the problems that existed. Two months ago Sandia Base employed a Mexican American as the Deputy Equal Employment Opportunity Officer as the first step in the solution of the problems.

Problems have arisen and still exist at many military installations which are located throughout the five Southwestern states, with the most glaring and still unsolved problems existing at Kelly Air Force Base in San Antonio, Texas. All efforts which have been made by Mexican American organizations in an effort to correct these problems have met with complete failure. Problems exist there in regard to the Mexican Americans who, although employed in large numbers at this facility, hold jobs in the lower grades and are constantly denied promotions with the reason being given that they are not qualified. It is ironic that this facility located in San Antonio where approximately fifty per cent of the population of the city is Mexican American and where the Mexican American is, by far, the largest minority group employed, only recently announced the appointment of a person to the position of Deputy Equal Employment Officer and charged him with the responsibility of meeting with and understanding the problems of minority group employees, and, yet, passed over the applications of all Mexican American applicants as not qualified. It is evident, therefore, that there exists a glaring need for Mexican Americans to be employed by the Civil Service Commission at all job levels, including those in policy-making positions, if this Commission is, in fact, going to discharge its obligations of assuring equality of opportunity.

On June 9, 1967 the President of the United States created a Cabinet Committee on Mexican American Affairs and charged this Committee with the task of assuring that Federal programs are reaching the Mexican American and providing the assistance that they need and seeking out new programs that may be necessary to handle problems that are unique to the Mexican American community. As members of this Committee, he appointed the Secretaries of Health, Education, and Welfare; Housing and Urban Development; Labor; Agriculture; the Director of the Office of Economic Opportunity, and selected as its Chairman a Commissioner of the Equal Employment Opportunity Commission. If this Committee is to be able to discharge its responsibilities to the Mexican American people, it is, of necessity, incumbent upon each of these departments to have on their staffs Mexican Americans who will be able to assure that the programs under each agency are, in fact, reaching the Mexican American. In order to make a preliminary determination as to whether or not these agencies are capable under the present staffing to discharge their new obligations, we must examine the employment statistics of each of these agencies.

The Department of Health, Education and Welfare, according to the 1966 study of minority group employment in the Federal Government, has a total employment of 90,695 of which 954 or 1.3% are Mexican American, and in grades GS 9–18 has a total of 23,107 of which 191 or .8% are Mexican American. This Department recently created a Civil Rights Division and named Mr. Peter M. Libassi as its Director. It embarked upon a survey to determine the number of students in colleges and universities by race and further embarked upon a program in the primary and secondary school districts to determine the number of students attending these districts by race. It prepared a report system which was forwarded to colleges and universities as well as to the secondary districts. This reporting form prepared by the Civil Rights Division of the Department of Health, Education and Welfare instructed the universities and school districts to classify Mexican American students under the category listed as "others" with the explanation that Mexican Americans are not members of the Caucasian or white race. The League of United Latin American Citizens (LULAC) vigorously objected to this reporting form and called this matter to the attention of the Civil Rights Division of Health, Education and Welfare. The form for universities and colleges was rescinded and a new one prepared which lists Mexican American students under the category of "white" with an explanation that they are students of Spanish surname. The form sent to the school districts, however, has not been rescinded and the explanation given our organization was that two months of work had already been expended into the preparation of this form and the compilation of data. It is evident, however, that two months of work, at taxpayers' expense, have been wasted on a form that seeks completely incorrect information and data. Had there been a Mexican American employee in the Civil Rights Division of Health, Education and Welfare at the time that this form was prepared, this would never have happened. It is gratifying to note, however, that since this blunder on the part of HEW, a Mexican American has been employed in the Civil Rights Division as a Special Assistant to Mr. Libassi.

The Department of Housing and Urban Development, an agency that is headed by a member of a minority group and an agency that was created to help minority groups and which, therefore, should be cognizant and sensitive to the needs of all minority groups in this country, has a total employment of 14,057 of which 117 or 0.8% are Spanish American.

The Department of Labor has a total employment of 9,626 of which 85 or 0.9% are Spanish surnamed Americans. In grades GS–9 through 18, the grades which are normally those that include supervisory positions as well as positions at policy-making levels, Department of Labor has a total of 4,786 employees of whom 47 or 1% are Spanish surnamed Americans. Is it any wonder, then, that the programs established by the Department of Labor, including the Manpower Development

Training Act and On-the-Job Training programs, have miserably failed to reach the Americans of Spanish surname? It is true that the Department of Labor has in existence many programs that could greatly benefit this minority group; however, until this Department sees fit to establish a special program, the primary responsibility of which is to communicate the existing programs to Americans of Spanish surname throughout the country, as well as determine the need for new programs that can benefit this minority group and establish a line of communication between this minority group and the Department of Labor, Spanish surnamed Americans will continue to receive training under Labor Department programs for service station attendants, short order cooks, and television repairmen.

The Department of Agriculture, in 1966, had a total employment of 102,184 of which 1,448 or 1.6% were Americans of Spanish surname. In grades GS–9 through 18, it employed a total of 32,979 of whom 140 or .4% were Americans of Spanish surname. It is indeed welcome news that in the last two months this Department has embarked upon a bold and aggressive program of affirmative action designed to rectify this appalling situation and during this period has succeeded in employing 326 Americans of Spanish surname. It is evident, therefore, that whenever a Department determines that it is going to seek out qualified minority group applicants it can find them as evidenced by the above facts. It must be made clear to all government agencies that the worn out statement and tired phrase, "We do not have more employees of Spanish surname because there just aren't any qualified," is no longer acceptable to our group.

The Office of Economic Opportunity, which was created to help eliminate poverty in the United States had a total employment in 1966 of 2,637 of which 50 or 1.9% were Americans of Spanish surname. In the five Southwestern states, employment in this agency reflected a much better profile, for out of 315 employees, 33 or 10.5% were Americans of Spanish surname. In grades GS–12–18, out of a total of 79 employees, 12 or 15.2% were Spanish surnamed Americans. It was distressing to note, however, that when a vacancy occurred in the regional office in Austin, Texas for the position of regional director, Mexican American organizations submitted names of qualified Mexican Americans to fill this position. The Mexican American organizations felt that it was necessary that the person who headed this office, whose territory included Texas and New Mexico where the Mexican American is the largest minority group, should be a person who was bilingual and bicultural—a person who could study the problems of the Mexican American and direct his actions and his agency's actions toward solving these problems. Needless to say, a Mexican American was not selected for the position, and to this date there are no Americans of Spanish surname in any of the top level positions in the entire structure of the Office of Economic Opportunity.

The Equal Employment Opportunity Commission was created by the Civil Rights Act of 1964 and charged with the enforcement of Title VII of this Act, which Title prohibits discrimination in private employment because of race, creed, color, sex, or national origin. Even though the second largest minority group in the country is the American of Spanish surname, this Commission, immediately upon its creation and during its first two years of operation, consistently ignored our problems. In 1965 in Albuquerque, New Mexico, a group of Mexican Americans, including myself, walked out of a meeting sponsored by the Equal Employment Opportunity Commission after informing the Commission of our grievances. This year the President of the United States appointed the Honorable Vicente Ximenes to serve as a member of the Commission, and it is gratifying to note that there has been a steady increase in the number of Americans of Spanish surnames that have been employed by the Commission. It is also gratifying to see a well qualified administrator such as Mr. Tom Robles occupying the position of Regional Director of this Agency in the city of Albuquerque. There is, however, room for improvement, and I believe that it is incumbent upon this Commission to establish special programs which will be dedicated toward communicating to the Spanish surnamed Americans of this country all information relevant not only to the existence of this Commission, but to the rights that these citizens have under the Civil Rights Act.

The Department of Justice includes the Immigration and Naturalization Service and the Border Patrol that come in contact with thousands of Americans of Spanish surname on a daily basis. This agency has a total employment of 32,960 of which 501 or 1.6% are Americans of Spanish surname. In grades GS-9 through 18 it has a total employment of 11,695 and only 62 or 0.5% are Americans of Spanish surname. Yet, the Immigration and Naturalization Service and the Border Patrol require their officers to be bilingual and are content to spend thousands upon thousands of taxpayers' dollars teaching non-Spanish-speaking employees how to speak Spanish at their academy in Port Isabel, Texas. Right here in El Paso, a female of Spanish surname is employed as a GS-4. She performs the work of a GS 7-9 as an interpreter. She is held responsible for this most delicate and vital work, yet she is not considered to be qualified for a promotion to a GS-5.

The Department of Defense is the biggest employer in the entire United States, employing a nationwide total of 1,024,048 with 36,257 or 3.8% being Americans of Spanish surname. In the five Southwestern states, however, it employs a total of 260,611 of whom 32,205 or 13.4% are Americans of Spanish surname. In the GS-9 through 11 grades, it has a total employment of 27,429 of which 1,433 or 5.2% are Americans of Spanish surname; in the GS-12 through 18 grades it has a total employment of 14,845 of which only 257 or 1.7% are Spanish surnamed Americans. The statistics would show good employment insofar as overall numbers are concerned, but, by the same token, they are on a comparable level to all other Government agencies, in that they show a very small number of Spanish surnamed Americans who are employed or ever promoted in the higher grade levels. The Department of Defense is responsible for enforcing upon all of its private contractors the provisions of Executive Order 11246 which prohibits discrimination by a government contractor against any applicant or employee because of race, creed, color, or national origin. As such, it is responsible for over 75% of all Government contractors, and yet the Contracts Compliance Office of the Department of Defense has only two Spanish surnamed Americans on its staff. Eleven regional offices have been established under the reorganization of this program; however, there are no regional directors in any of the eleven offices who are Americans of Spanish surname. In all fairness, it must be pointed out that of all of the Government agencies which are involved in enforcing the provisions of Executive Order 11246, the Department of Defense is the only agency that has in existence a special program for Spanish surnamed Americans. This program was originally created by the Equal Employment Opportunity Office of the Department of the Navy under the direction of Girard P. Clark and subsequently continued during the reorganization program in which the Equal Employment Opportunity Offices of the Departments of the Army, Navy, Air Force, and DSA were merged into one. This special program has been solely responsible for communicating the Government's program on Equal Employment Opportunity to Spanish surnamed Americans of this country, and, in addition, it has been solely responsible for the bringing together of the League of United Latin American Citizens and the American G.I. Forum in the establishment of the first government-funded program dedicated toward the elimination of poverty in the Southwest through job training, job development, job guidance and counseling and job placement. This Department also established the first job placement centers dedicated to the placement of Americans of Spanish surname in jobs with Government contractors. These centers have been directly responsible for the placement of thousands of Americans of Spanish surname in nontraditional, nonmenial jobs. While the Department of Defense should be complimented for having this most vital program, it should be encouraged not only to continue this program, but to enlarge it, and thus insure that equality of opportunity for Americans of Spanish surname is, in fact, a reality among private employers who have contracts with the Federal Government. In addition, it should, and with an enlarged staff, continue to lend the services of members of the special programs to military installations that are encountering problems with Americans of Spanish surname in an effort to help these installations resolve the problems in a fair and equitable manner.

I could present statistics on many other departments of the Federal Government, such as the Department of Commerce where only 0.9% of its employees are Americans of Spanish surname; the Department of Interior which, out of a total of 69,000 employees, has 1.7% employees who are Americans of Spanish surname; Small Business Administration which employs 0.7% Spanish surnamed Americans; the Selective Service which does not have a single employee of Spanish surname above the grade of GS-8; the Treasury Department where 1.1% of its employees are Americans of Spanish surname; and the list would actually be endless in repeating the same facts and statistics, which would only repeat the tragic story that has already been presented. For each problem that exists, there has to be and is a practical solution, and I would offer the following recommendations to help alleviate this deplorable situation:

(1) It is incumbent upon the Civil Service Commission to establish a special department to deal with the problems of the Spanish surnamed American. This department must be created at a level high enough to where it can establish policy, not only for itself but for the Civil Service Commission as well. This department must be able to function as recruiters for the Civil Service Commission in an effort to find qualified applicants of Spanish surname to fill positions in all job levels of the Civil Service Commission. If the Civil Service Commission is to continue to be charged with the responsibility of enforcing the provisions of nondiscrimination in employment, promotions, transfers, and terminations in all Government agencies, it must set the example and enforce these provisions within its own system.

(2) The Civil Service Commission should take a long, hard look at the testing procedures that are currently being utilized by Government agencies as well as the merit promotion system, as both of these systems are ineffectual and outmoded. Tests should be re-evaluated to assure that administering of them is necessary for the positions which they are given. The merit promotion system, as it now stands, permits flagrant violations in promotions, in that it allows supervisory personnel to make preselections for promotions; therefore, this system is discriminatory against employees of minority groups.

(3) Each agency within our Government that is in charge of programs which will affect or benefit the American of Spanish surname should create a special department whose primary responsibility will be to assure that these programs are, in fact, reaching the American of Spanish surname, and whose secondary purpose would be that of securing qualified applicants of Spanish surname for positions at all job levels within the agency.

(4) Every agency that is charged with enforcing the provisions of Executive Order 11246 which prohibits discrimination in employment among Government contractors because of race, creed, color, or national origin should follow the example of the Department of Defense Contracts Compliance Office and establish a special programs department staffed with bilingual and bicultural employees whose primary duty will be that of insuring that the provisions of the Executive Order, which they are charged to enforce, are applied so as to insure equality of opportunity to Americans of Spanish surname among Government contractors, and, in addition, to aid the agency itself in the recruitment of bilingual and bicultural investigators.

In conclusion may I again state that the problems which I have discussed can and must be solved If each governmental agency and department will take it upon itself to establish a bold and aggressive program of affirmative action, dedicated to insuring that their programs are, in fact, reaching the American of Spanish surname and to insuring that Americans of Spanish surname are employed at all levels of their agency, then, and only then, will equal employment opportunity for the American of Spanish surname within the Civil Service become a reality. ■

Recommendations for the Solution of Land Tenure Problems Among the Spanish American

by
Dr. Clark S. Knowlton
Chairman, Department of Sociology, University of Texas at El Paso

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Mr. Chairman, honorable guests, Ladies and Gentlemen. Before making recommendations for the solution of land tenure problems among the Spanish American people of northern New Mexico and southern Colorado, I would like to make the following observations. The land question among the Spanish Americans is no longer a simple economic, political, or social problem subject to discussion, legislation, or economic analysis. It has become a fundamental moral issue upon which all their hopes, aspirations, bitterness, resentments, and longings are focused. It is also a moral measuring rod by which they have measured the moral concepts of Anglo American political, economic, and judicial systems and found them wanting. The Spanish Americans as a people are profoundly convinced that they were conquered in war, forced to become American citizens against their will at the time, and robbed of their land and water rights by the Anglo Americans aided by some Spanish American accomplices. This massive theft was, they believe, aided and abetted by state and national politicians, judges, government employees, Anglo-American merchants, ranchers, and businessmen (*1*).

As a result the Spanish Americans are completely skeptical of the moral claims of American democracy. They have little faith in any American political party. They have no trust in the American judicial system. They have little confidence in any private or public state or national department or agency. As a people, they are more deeply alienated from the values and concepts of the predominant Anglo American society of the United States than almost any other ethnic or racial group in the country. The Spanish Americans have the psychology of a conquered, dispossessed, and impoverished people who believe that they have suffered serious injustices at the hands of the dominant Anglo American society.

Until, they as a people, experience the physical return of all or a good part of the land taken from them or receive what they define as an adequate compensation, the deeply rooted burning emotions of resentment and of having suffered historical injustice will continue to exist. The poisonous abscesses of alienation, rejection of Anglo American society, and poverty can not be eliminated. It is of utmost importance that these abscesses should be lanced. If they are not, the accelerating slide of the Spanish Americans toward rural violence can not be halted.

Furthermore, the Deparments of Interior and of Agriculture have a direct responsibility for heavy land loss among the subsistence Spanish American farmers located along the major river systems of New Mexico. The development of almost every major irrigation and flood control districts in the state such as the Rio Grande Conservancy District and the Elephant Butte and Caballo Dams drove thousands of Spanish Americans from their lands through their inability to pay the financial charges imposed upon their small farms. The policies of both departments are such that the majority of their programs benefit the larger commercial heavily subsidized Anglo American farmer and not the small more subsistence Spanish American rural village farmer (*2*).

One authority estimates that the Spanish Americans conservatively lost between 1854 and 1930, a minimum of over 2,000,000 acres of privately owned lands, 1,700,000 acres of communal or "ejido" lands, and 1,800,000 acres of land taken by the Federal Government without remuneration. This massive and still continuing land loss destroyed the entire economic basis of the Spanish American rural villages. It has played a major role in the formation of a large distressed area marked by high indices of poverty and social disorganization (*3*).

I would like to suggest that a high level Government Committee be organized by the appropriate departments to study the land question in depth in New Mexico, southern Colorado, West Texas, and other neighboring areas. The committee should begin its study with Spanish and Mexican land owning customs and practices established in New Mexico, the impact of American conquest upon the Spanish Americans, and the causes of continued land loss from that date until the present. The committee should be empowered to hold hearings in the Spanish American areas, to examine records, and to subpoena witnesses. The staff of the committee should contain Spanish American and Anglo employees familiar with the language, culture, and history of the Spanish American people. The committee should be directed to recommend ways of settling the land issue.

The formation of such a committee would undoubtedly arouse great concern and anxiety among Anglo-American landholders in the Spanish Americans areas as well as in the offices of local state governments. Land values would be affected, and existing land titles might come into question. Nevertheless, these problems are not as ominious nor as serious as the rapid increase of unrest and bitterness among the Spanish Americans alienated from the Anglo American society. The leaders of some Spanish American groups are seriously considering violence as a means of bringing the land issue to the attention of the American people and to force the Federal Government to act.

As most of the land lost by the villages was grazing and timber lands taken from the ejido or communal village lands, the returned land should be added to the communal lands that remain. The villages receiving land should be required to set up a bonded governing board composed of resident village inhabitants selected by the resident village population. Provisions should be made in the deed for the management of the land, the payment of land tax, the settlement of disputes over land use, regulation of grazing and timber cutting to prevent erosion, and perhaps provisions for royalties if minerals are discovered. It is of paramount importance for the welfare of the Spanish American areas that title to the land should be vested in the village as a land owning entity and not in individuals or the land will ultimately be lost again.

Spanish-American resentment and hostility are steadily increasing toward the management of the Kit Carson National Forest in northern New Mexico. This resentment is reaching the explosive point where the lives of Forest Personnel may be in danger. Spanish American bitterness has originated over three points. One: The majority of the inhabitants of the mountainous Spanish American villages located in and around the National Forests are convinced that much of the forest lands were taken by the government without compensation or purchased from large timber and cattle companies that had first stolen the land from the Spanish Americans. Two: The Spanish Americans are convinced that the Management of the National Forests are trying to force the Spanish Americans out of the villages in and around the forests. Three: A sharp wave of hostility swept the Spanish American villages when they learned that forest personnel were used to guide police and national guard patrols searching for Spanish Americans involved in recent events in Tierra Amarilla.

I would recommend that a study be made of all the land acquired by the National Forests to find out if the Spanish Americans are right about land being taken from them to create the National Forest in northern New Mexico. The Spanish American villages around the National Forests are almost completely dependent upon forest lands, the villagers should be given priority in forest use in northern New Mexico. Furthermore, the Forest Service should develop an extension division to assist the local Spanish American people to improve their livestock herds, to develop privately owned and village owned woodworking and handicraft industries utilizing forest resources, and to develop village owned recreational facilities of the Swiss village type. Techniques learned in northern New Mexico could be applied to the economic and cultural development of mountainous forested lands over the world.

Where the land can not be returned to the Spanish American villages without serious injustice to numerous small Anglo American farmers or suburban dwellers, then the villages should receive adequate compensation. Some of the money provided ought to go to the heirs of the men who lost the land, but most of it should be reserved as development capital and utilized to improve, the economic, social, and cultural conditions of the Spanish American rural village population.

The heirs of private Spanish American landholders who were deprived of their lands have the right to receive compensation for these lands. This will require proof of heirship and registration of heirs. Let me say again, that unrest and dangerous resentments in northern New Mexico and southern Colorado can not be reduced until the Federal Government makes a serious and concerted effort, as it has with some Indian tribes to resolve the land issue to the satisfaction of the majority of the Spanish Americans.

Land without water is useless in a semi-arid environment. Water adjudication procedures now going on among the Spanish American rural population are arousing anxiety and hostility. The State of New Mexico is trying to pinpoint individual ownership of water rights. The state officials are applying Anglo American concepts of water use that are quite different from the traditional Spanish American practices. In the villages, water is traditionally owned by the village and allocated by the village or ditch water master selected by the water users. I would recommend that water rights be vested in the villages and regulated and utilized according to village tradition and practice.

The irrigation systems of the Spanish American villages are antiquated and hand made. Large amounts of water are lost every year, and the crops frequently wither away. It would be very easy to develop a program in which the appropriate federal agency could provide technical skills and the use of machinery to be matched by labor and raw materials provided by the village people. A secure water supply would definitely enhance the productivity of Spanish American farms.

Many undoubtedly will argue that the state governments of New Mexico, Colorado, and surrounding states should assume the responsibility of improving conditions in the Spanish American segments of their states. Perhaps they should. However, these state governments have been in existence a long time. During this period, the majority of their agencies and departments have seldom shown any interest or concern in the welfare of the Spanish American people. Time has run out. Neither the Spanish Americans nor the United States can await the awakening of state governments to their responsibilities. The situation now is too threatening and dangerous for long delays for a discussion to take place over whether the state or federal governments should assume responsibility.

The social fabric of the majority of the Spanish American rural villages has unraveled under the impact of poverty, out-migration, land loss, apathy, and social disorganization. Community organizers sponsored by VISTA and O.E.O. programs are just beginning to knit the fabric together in a few villages. I would like to recommend that state and federal agencies should send trained community organizers into the villages to assist the villages to overcome apathy and factionalism, to develop village wide organizations, and to train a local village leadership.

As the communal tradition is far stronger in the villages than the idea of individualism, the appropriate government agencies should encourage and assist the villages to develop producer and consumer cooperatives. Because of low volume and almost complete ignorance of market trends and of Anglo American business values, Spanish American farmers are now at the mercy of local merchants and jobbers. Credit unions would be an invaluable need for village population that is seldom able to secure credit at local banks.

The state agricultural extension programs should receive funds and encouragement to conduct research on methods of improving agricultural productivity on the small Spanish American landholdings. Irrigation facilities should be modernized. Agricultural machinery suitable for poor small farmers might well be developed by the U.S. Department of Agriculture or perhaps of the Interior. Here the experiences of the Japanese could perhaps be studied with considerable profit. As much of the produce consumed in Albuquerque and Santa Fe must be imported from out of state, there is room for the development of truck, poultry, and perhaps even of frozen foods and processing plants in the Spanish American areas.

In the rural Spanish American villages a once lavish handicraft tradition is dying. It is hard now to realize that at one time the rural Spanish American villagers possessed a handicraft tradition as rich and varied as that of the Southwestern

Indians. While the Federal and State Governments and private agencies have encouraged and aided the Indian artisans and artists through the establishment of special arts and craft schools, noth-has been done for the Spanish Americans. I would therefore recommend that a foundation or the appropriate state and federal departments set up a handicraft board to train Spanish American artists and artisans, set standards, assist them to secure raw materials, and help to provide a market for their products. Unemployment and underemployment are chronic in northern New Mexico and southern Colorado. While few Spanish Americans could ever hope to provide for their families from hand work, they could certainly supplement a scarce income in the long cold winter months through furniture making, metal working, jewelry, pottery, woodworking, and weaving. The Handicraft boards of India and Siam perhaps could be analyzed for ideas that could be applied to the Spanish American village.

The Spanish American areas are marked by deplorably poor roads. Many of the villages are almost completely isolated during winter months. Federal and State Funds could be provided to develop a network of roads linking the villages with each other and with the major highways that almost completely bypass the Spanish American areas. The roads would also assist in the establishment of industry, the transportation of village products, and inhance the ability of village people to find employment in nearby urban centers. The Spanish American areas are in the same condition as Appalachia and perhaps the Ozarks as far as isolation and lack of roads go.

I would now like to discuss some of the reasons why past present state and federal programs have not been able to materially assist the Spanish Americans to escape from poverty. Lessons derived from the failures of other programs can assist us to improve programs of the future (*4*).

The files of state and federal agencies are filled with studies of the socio-economic conditions and problems of the Spanish Americans. Few additional studies are needed. The basic needs and problems of the Spanish Americans have been identified for over twenty-five years. Unfortunately the majority of programs based upon these studies litter the Southwest as dead and dying hulks. They failed primarily in spite of the excellent intentions of their originators because they ignored Spanish American values, the basic social and cultural framework of Spanish American rural village life, and need priorities as established by the Spanish Americans themselves.

The majority of government programs devised for the Spanish Americans have focused upon the specific and segmented needs of single individuals and families. Although these programs have undoubtedly benefited individuals they have often saddled the Spanish Americans with a heavy debt burden that they found very difficult to repay. Programs to be successful should center upon the Spanish American farm village as the major unit of planning and implementation and not the individual. Spanish American participation should be utilized at every level from early planning to program termination.

Agency personnel involved in Spanish American programs should receive a thorough training in Spanish American history, values, and preferred methods of procedure. Unless this is done, well meaning Anglo American personnel will find it impossible to work successfully with the Spanish Americans or to even understand their behavior. As a result of repeated failures, such personnel tend to become cynical or to develop strong prejudices against the local people. The Spanish Americans in turn are usually quite bewildered at the strange irrational behavior, as they define it, of the Anglo Americans. A serious gulf has developed between the Anglo American agency personnel and the Spanish Americans that has destroyed many decent programs. Each program failure widens the gulf until now it has reached impressive proportions.

The Spanish language itself has become a prickly problem in the Spanish American area. The majority of resident Anglo Americans resent its continued use and subtly punish Spanish Americans who speak it. The entire thrust of the school systems and other Anglo American institutions unfortunately is toward the eradication of Spanish. Many of the younger Spanish Americans and the more anglicized Spanish Americans have come to share the Anglo American point of view. On the other hand, the rural Spanish Americans resent the patronizing prejudices against Spanish. They are bitter about the tendency of Anglo American agencies to address all correspondence to them in English, which they seldom understand. Every Anglo American agency active in the Southwest must learn when to use Spanish and when not to in communicating with the rural people. The Anglo American employee who learns enough Spanish to communicate with the rural people can break down barriers, make friends, and win an acceptance of ideas and programs.

And still another problem that complicates planning and program development among the Spanish Americans is the decay of the traditional rural village social systems such as the patron system and the extended patriarchal family. Outmigration has carried away the younger adults. The majority of villages are afflicted with anomie and social disorganization. Among the village population there are very few individuals who have a working knowledge of American culture and society. Marked by apathy, land loss, poverty, malnutrition the village populations tend to be factionalized and exploited by local political leaders who control public employment in the region.

Partially anglicized families are found in all but the more isolated rural villages. These families are able to relate quite well to Anglo American professionals. The average Anglo who meets them tends to assume that because of their facility with English, their familiarity with Anglo American habits of thought, their possession of a higher material standard of living than the mass of village people that they are village leaders. Many of the partially anglicized are often able because of this assumption to exploit both the Anglo Americans and the village population.

Precisely because these people are somewhat anglicized, deprecate Spanish, and tend to look down upon the local people, they tend to be rejected by the Spanish American masses. The real leaders are often intelligent men and women who because of poverty, a lack of education, and an ignorance of the English language and of American customs lack the ability to provide adequate leadership even though they have considerable prestige in their own village circles. One of the most serious problems of the entire region is the lack of good Spanish American leadership.

Any comprehensive program developed for New Mexico, Colorado, and nearby sections should have a leadership discovery and training component as a major part of the program. The village leaders to be effective must be men and women who speak both Spanish and English, who are firmly grounded in local Spanish American values and yet who comprehend Anglo values and procedures. There are very few of them, but the welfare of the Spanish American people depend upon their coming.

The Spanish Americans are a very proud people. Extremely reluctant, even under conditions of extreme poverty, to receive charity they respond very readily to programs that they believe will improve the economic or social conditions of the village. It should here be underlined that they accept more readily programs for group welfare than for individual welfare. Programs designed for the Spanish Americans in view of these factors, wherever possible, should involve the Spanish Americans in contributions of donated labor and raw materials.

One of the most successful programs in northern New Mexico was a state financed and sponsored program to improve the simple archaic inefficient irrigation systems of a group of Spanish American villages along the upper Pecos River. The state provided technical services and equipment. The Spanish Americans enthusiastically donated raw materials and labor. Every dollar provided by the state was matched by five dollars contributed by the Spanish Americans. Unfortunately poorly informed Anglo American politicians brought the program to a halt before more than a small handful of villages had benefited.

The harsh refusal of the dominant Anglo American population and the Anglo dominated state legislatures to permit the expenditures of state funds for programs to assist the Spanish Americans is quite ironic in view of the fact that the Anglo American population is far more subsidized by state and federal governments than the Spanish Americans. This statement is supported by an examination of the evidence. The network of superhighways constructed by state and federal funds somehow always bypass the Spanish American areas suffocated by an inadequate transportation system. Lavish airports seldom utilized by the Spanish Americans mark the Anglo American cities. The poor small subsistence Spanish American farmer seldom sees the enormous subsidies received by the commercial Anglo American farmer. The Federal Government has financed expensive flood control and irrigation projects that drove the Spanish American off of his land for the economic benefit of Anglo American city dwellers and farmers. Considerable funds are spent in the natural forests for the Anglo American hunter, fisher, and camper to the neglect of the grazing facilities needed by the small Spanish American village livestock owner. And finally it is exceedingly curious that virtually all of the defense and military installations in New Mexico are located in the Anglo American areas.

In closing I would like to state that the Spanish Americans can not escape from poverty living on small subsistence farms. However, if the villages can obtain the grazing and timber lands taken from their "ejidos", grazing and forest activities can increase their income. If handicrafts and woodworking industries are encouraged, another source of income is added. If the villages are assisted to cater to the recreational needs of the larger society on a year round basis then additional revenue is provided. It is not at all impossible that industries suitable to the natural environment of the region could not be induced to enter the region. By the development of various sources of income, a viable way of life can be created for the Spanish American people of the area.

The alternatives are too drastic to consider. A laissez faire policy will mean that northern New Mexico and southern Colorado will continue to be one of the most serious regions of poverty in the United States. Extremely high rates of hunger, poverty, social disorganization, welfare and unemployment will continue. Out-migration will continue to send out of the region hundreds of poorly educated unskilled semi-acculturated workers to add to the social problems of our larger cities. It is far easier to struggle with the problems of rural New Mexico and southern Colorado than it is with the problems of the large slums and ghettoes of the Southwest, the Pacific Coast, and the Rocky Mountains.

And finally, I would like to stress with all the power of my command that time is running out. The land issue has reached a crisis point. If it is not resolved soon Spanish American desperation will increasingly find an outlet in violence. ■

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Discrimination Against Mexican Americans in Private Employment

by

Albert Armendariz, J. D.

Former National President, League of United Latin American Citizens

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Introduction

Mr. Ximenes, Secretaries to President Johnson's Cabinet, and Members of the Inter-Agency Committee on Mexican American Affairs:

Initially, I must thank you for the opportunity to write and present this paper with my thoughts directed to the possibility of finding solutions to the many and varied problems confronted by our group in our struggle for equality and for the abolition of second-class citizenship.

Discrimination directed against the Mexican American in private industry is an every-day fact of life in these United States. It rears its ugly head in every facet of private employment, from the smallest menial task to the highest paid executive position, so long as it involves competition with an Anglo-American for such a position.

Undoubtedly, if the choice of a subject for this paper had been mine, I would not have used the word "discrimination" in it. This is because we need the cooperation of our Anglo counterparts in our society to alleviate the situation and they do not admit that there is any discrimination. I would have labelled my contribution, "The Problem of Preferential Treatment of the Anglo Worker over the Mexican American in Private Industry in the United States." When you charge discrimination, the defense begins and the cooperation ends. My first recommendation, therefore, is that the word, "discrimination" not be employed in any phase of this work; it will only bring on excuses as are illustrated by the following examples—no results:

The representative of a large Corporation in Corpus Christi, who insisted that the reason that only eight out of a total of 883 employees in his Company are Mexican Americans is not discrimination, but the fact that he has experienced difficulty in obtaining qualified applicants.

The School Administrator who answers the charge of illegally segregated Mexican American Schools is not due to discrimination, but due to the conglomeration of Mexican Americans in certain districts, when he knows that a mere change in the direction of district boundaries would completely alleviate the situation.

The Newspaper Editor who cites editorially the advance of what is but a minute percentage of Mexican Americans in the professions, business and politics as proof of the non-existence of discrimination in his area, failing to state in such editorial that a large percentage of the poverty stricken in the same area today is found in the Mexican American population.

Another School Administrator who answers the charge of segregation of Mexican Americans in his system with the assertion that his district obeys all of the mandates of the Courts, while its Board spends Public School Funds in the litigation and appeal of all orders requiring integration. (This District receives approximately $8,000,000.00 in Federal Funds, not counting OEO Funds on Special Projects in Head-Start and Remedial.)

The Union Official who testifies that his Trades Council does not discriminate in refusing to accept applications for training under OEO programs from applicants of Mexican American extraction, but states that his Union requires a High-School education and a special test as qualifications for house painters.

The large Corporation Personnel Executive who insists that Mexican Americans are not promoted because they are not qualified when his roster has Anglo-Americans in the desired positions with less education and fewer qualifications.

Yes, they deny that they practice discrimination, but statistics tell the story. Mr. Ximines, your own office is aware of these sad figures. I need point to but a few to give an idea of the problem and its magnitude. These figures, unfortunately, are typical wherever there is a large concentration of Mexican Americans:

In the City of Los Angeles, where we find the largest concentration of Mexican Americans in the world, the top

fifteen Industries hired only 9.7% Mexican Americans. Of these, only 4% have been hired in white-collar jobs; 68.3% of these were in the lower wage scales and clerical jobs.

In the great State of Texas, where 16% of the total population according to the 1960 census is Mexican American, only 4.7% are white-collar workers; 80% of these are in the lower wage scales and clerical jobs.

The Texas Advisory Committee to the Civil Rights Commission reports that in three of the largest Corporations around a certain city with heavy concentration of Mexican American population and a large number of Government Contracts, out of a total of 1350 persons employed, only nine are Mexican American.

Large percentages of Mexican American families live in poverty and have an income under $3,000.00. The numbers range from 86% in some Counties of Texas, to 24% in some Counties in California.

The effect of the above conditions reflects itself in our people. Large segments of children drop out of school. Those who continue are materially behind in their age-grade cycles, products of indifferent school systems (so far as the Mexican American is concerned). In many instances, High School graduates are from three to six years behind the Anglo Graduate in educational attainment, and certainly no match for the Anglo in this competitive world. This is a sad commentary on our times and as one Educator put it: "In the process of serving up the Latin the nearest thing to no education at all . . . the Anglos are serving their own children a third grade education on a silver platter of racial glory."

Our Anglo counterpart in this society is generally a fair-minded, God-fearing individual. He is, we must admit, THE BOSS. He is the one who must open the doors to our group to reach equality of opportunity in industry. Because we are not a militant group, because we are too proud, too shy or too scared to join many marches, because we know that our advances in our society must be achieved in a dignified manner, we should recognize that a major portion of our job is to find effective ways to appeal to the Anglo's sense of justice and fair play with renewed vigor and persistence from every angle. When this has been given a test of short duration, we must demand that the governmental agencies involved refuse government funds to those who remain unconvinced.

Proposed Solutions

I find that twenty years of living with our problems does not necessarily ease the difficulty of proposing solutions. There is no easy answer. Decades of toil have created the problems. The mortar that cements the roots of the evil lays fast, dry and hard. Our fathers before us have faced these same problems, for more than a century, and the mortar remains unyielding as we place our shoulders to the task of its destruction. For destroy it we must. The difference is that now we apparently have the help of a Government that, though belatedly recognizing its obligations to these millions of oppressed citizens within its orbit of jurisdiction, now calls a Conference in what we hope is a sincere effort to stamp out the evil by searching for it, and finding ways to combat it. With the reduced time at my disposal, the best that I can do is to offer a few suggestions that might help to chip away at the roots of the problems. Each chip brings us closer to our goal.

There are those in our group that feel that all of our problems would disappear with the simple expediency of changing all of our names to Jones. Indeed, many of our group have done exactly that. We know that this is not likely to occur to any great extent, but the theory behind this movement remains sound. In order to achieve equality of opportunity based on qualifications alone and without regard to race, color or creed, the Negro has demanded the removal of racial designation from all applications for employment and from all employment records. In his behalf, American Industry has granted this concession to a very large extent. This has resulted in the placement of many Negro Americans in jobs which were previously denied to them on the same excuses used against our Ethnic group. It is practiced in the majority of Federal Job Placement services with the same result. Our surnames are what give us away, for which prospective employer does not know that Juan Pistolas, job applicant (original or promotional), is a Mexican American?

Solution.—Require that all applications for employment, original or promotional, together with all applications for training, enrollment in training schools, applications for Employment in OEO projects, enrollees for training, or enrollment in schools established for the purpose of training or rehabilitation be strictly based on number systems such as those used in College entrance examinations. Also remove the requirement that a picture be necessary.

Rationale.—This simple, inexpensive change in procedures removes the suspicion that determination and placement is based on any other factor that that of qualifications and experience. The argument that it is not practical to hire a person that is not seen is, at best, suspicious, and is not sufficiently strong to overcome the great harm done to equality of opportunity under the present system.

While discrimination in Public Employment is the subject of another presentation at this conference, comparative statistics reveal that the evil of preferential treatment exists in Public employment at all levels, Federal, State and City, including Administrative bodies such as school Administration and Police Departments. This presentation would not be complete if I did not mention the effect of this preferential treatment on the private employer.

Solution.—All the majesty of the Federal Government should be brought to bear on all of these public agencies, the majority of them heavily financed by Federal funds, to immediately terminate preferential treatment of the Anglo worker.

Rationale.—Example is the best teacher. More important, how can we expect private industry to respect Governmental policy and orders requiring equal opportunity when equal opportunity is not available in Public Employment?

Responsible Mexican American leaders agree that the problem of the Education of our children, if solved, offers the greatest avenue for the solution of our overall problems. Make of this youngster a qualified, trained person, and we are on our way. These same leaders are almost unanimous in their belief that the Educational system that is provided to accomplish this task has completely failed. This is not an unfair nor unfounded appraisement of the Educational problems that face us when we consider the huge number of Mexican American applicants who have attended these Educational institutions, and have been denied opportunity and training because they do not academically qualify. This statement is not limited to school dropouts alone, but includes many holding high school diplomas whose academic attainments are as much as four years behind their Anglo co-student. We shall examine a few of its faults and present a few possible solutions:

School boards and school administrators in the present school systems are members of the ruling power structure that has paid little heed to the educational necessities of this large minority group. It has established its bus lifts to assure that integration does not occur and has laid out school boundaries to assure that the Mexican American pupil attends classes in his school. Their standard excuse for the poor quality of their product is that the Mexican American is different, and that he has a language problem that prevents his complete development as a pupil to his propensities to learning. We must convince these school officials, one by one, in groups or in unison, that the concern and the demands of this Ethnic group are serious. That we no longer can, nor will we tolerate a second class education for our children. We must make it known to them that the Federal government agrees with us. The following are a few suggestions that might accomplish this serious but necessary task:

a. Invoke the authority of the Federal Government in any form. Include in this the H.E.W. Department in an all out effort to convince local school boards that de-facto segregation of our children must end. To those that will not listen to reason, direct the attention of the Attorney General to file suits to quickly achieve total integration of the Mexican American child in all school systems.

Rationale.—The segregated school or classroom presents no challenge to the Spanish speaking child. When confronted by an integrated group, he is required to learn English if he is to get along. Necessity, it is said, is the mother of invention—it also teaches little Spanish speaking children the English language. Once he learns English, his ability to grasp the subject matter of classroom work is materially enhanced.

b. Through these same contacts, make a new effort to convince more school systems to adopt the bi-lingual system of study for these pupils being careful that it is not installed as a shield to the classroom segregation of our children.

Rationale.—The effectiveness of this educational concept has been studied and reported by many leading educators. It is the subject of funding in at least one Congressional Bill of recent vintage. The concept is based, as I understand it, on the reasonable principle that education in subjects such as arithmetic can proceed to be taught in English to these pupils so that they may be prevented from getting behind on their school work while they are learning the English language.

c. Through these same contacts, attempt to convince the school systems to re-install the use of the kindergarten or pre-school year. This would be an excellent place to use the funds now going to the little school of the 400 or the Head Start programs. I can speak from personal experience here, for my own education began at a time when I did not speak a single word of English. Yet, fortunately for me, it began in the Kindergarten grade of a public school which itself was integrated. By the time I left Kindergarten to advance to the first grade, I knew enough English (the majority of it, I must admit, learned from my Anglo schoolmates) to be able to compete on an equal or nearly-equal basis.

Rationale.—There is no valid reason for having the Head Start programs as separate and distinct "extras" available to only a few children who start their school careers as something distinct and apart. A mandatory pre-school year, at least in districts with large Mexican American population, will remove the stigma of specialized attention and can be, according to studies, incorporated into the regular curriculum of schools. This can be done at a cost far less than is being spent on the Head Start program. In addition, it will notably prepare the child for the first grade if experienced and capable teachers (their experience and capabilities will expertize them in a few semesters) are used. It will reach *all* children in such districts, not only those who are recruited.

d. Through these same contacts, and suits, if necessary, convince the school systems to fully utilize trained personnel of Mexican American extraction in their systems, especially in areas where this problem is evident. Guaranteeing to this element, there should also be opportunities for advancement within the system, including the position of school principal and other top administrative and policy-making positions.

Rationale.—If the problem involves the Mexican American, it is logical that Mexican American educators are more aware of the problem and its possible solution. With a guarantee of promotional equality, more and more of these trained Mexican Americans will join our school systems as teachers, assuring a constant flow of talent to carry out these programs.

e. Up to now, emphasis of all educational programs has been upon the "academic" aspect of education, or, stated another way, preparing the high school graduate for college. This is in spite of the fact that up until recent years, the Latin American comprised less than 1% of the total college population. Very little emphasis is given to technical or vocational teaching. This is the slot which the Federal programs can best serve the present deficient, uneducated, and thus disqualified Mexican American: by using Federal funds to help private schools in technical and vocational training; by using more funds, with supervision to guarantee no discrimination against the Mexican American in unions or on the union programs of remedial and technical training.

Rationale.—The Mexican American has a traditional adeptness in the use of his hands. This natural skill could be channeled into a great service to the industrial effort of this country if properly trained and prepared. The absence of academic proficiency can be minimized to the technical data involved in the specific field. This technical data can be taught either in Spanish or in English or both. It is the quickest answer to the personnel executive quoted above that the Mexican American is not qualified to take the jobs that he offers.

It should be noted here that what I am referring to in this part of the presentation is the enigma that the Mexican American faces in this modern industrial world. He depends on the Anglo to teach and prepare him to be qualified so that the Anglo Industrialist will be able to utilize him in his business. He depends upon the Anglo establishment to teach and train him in a mandatory school system, when such a system is not geared to the needs of the said industrialist.

f. Federal remedial funds should be channeled to private or government agencies engaged in the solution of the problem of remedying this training and educational gap.

Rationale.—It defeats the very purpose of the remedial funds spent when they are given to the same agency that created the deficiency which is sought to be corrected.

Employment

You will find that our group is very thankful to President Johnson for having named you (Mr. Ximenes) to his Commission on Equal Employment Opportunity. You will also find that we are deeply troubled by the ineffectiveness of your office to date in finding a remedy to the situation. It is also true that the biggest disappointment that we have suffered is in your apparent failure to stop the preferential treatment of private employers, especially those that enjoy large government contracts. Let us examine a few of the possible solutions to this problem.

a. The problem of proof is of paramount importance here. If the Mexican American must carry the burden of proof in his allegations of unfair and unequal treatment in employment and employment opportunities, he is lost. We do not have the funds, the machinery, the organization, or perhaps not even the personnel to do this. We must depend on your office, which does have all of these elements that we lack, to pursue the matter fearlessly against the offending employer. This initiative on your part includes the bringing of charges

Rationale.—It requires the use of the perogative given to you by the law to initiate investigations without a complaint. You know that if this is not done, your office of Equal Employment Opportunity will remain ineffective to our needs. For example, one of your reports shows that in a series of complaints against a telephone company, 2,500 were filed by Negroes, while only 25 were made by Mexican Americans. Your efforts in having printed instructions in Spanish on how to file a complaint were noble, but of little use.

b. We admit, of course, that the most effective way to combat the problem lies in the bringing of prompt complaints from those personally affected. We must find new ways to make them come forth. When they do, we must find ways to protect them from any repercussions thereof.

Rationale.—It is difficult enough to make them come forth, and when they do, as in the case of a public utility facing such complaints, the workers were promised that their names would not be revealed to their employers. Their employers found out and as a result, their lives are now miserable. Their families will not have a working breadwinner very much longer after the investigation is over with. The investigators have gone back where they came from, and the worker is left "holding the bag." It is not reasonable to expect complaints under these conditions.

c. Adequate publicity must be given to the fact that a certain company is receiving Government Contracts and requires workers in certain categories and that it is bound to the principles of Equal Employment Opportunity.

Rationale.—If these facts are publicly known, more people will apply for these job availabilities, and there is less likelihood that the usual absence of applicants will occur. This is one of the standard excuses for the disparity in numbers between the workers in the two groups.

We are equally disappointed in the failure of the Office of Economic Opportunities to reach the needs of the Mexican American community. We were keenly aware that the benefits from the many programs that the O.E.O. offers had not reached us because they had been placed in the hands of the very power structure which we have discussed hereinabove. In fact, one of the outstanding facts was that in the book-form report printed by the O.E.O. and covering each of its related agencies, we were able to find only *one* Mexican American surname as the director of an O.E.O.-sponsored project. Your director, in one of his recent talks has said that this has been deliberate. He mentions that in order to decentralize, 90% of the funds have gone to private and Government agencies and a large percentage of these were local. The Republicans like it, he states, but what about the poor? Are we to sacrifice the needs of this group for the political expediency of pleasing Congress? We have to be practical, for we have to live. We must have funds, and Congress is the only one that gives these funds. However, wouldn't it be easier to please Congress with results rather than with the structure which we have created?

I therefore recommend that the O.E.O. take a second look at itself. Search your own conscience and your own records and see that there is no preferential treatment in your ranks. Talking to Mr. Stephen N. Shulman, EEOC, Chairman, in the final conference on Problems of Spanish Speaking People, Mr. Alberto Pinon of San Jose, California stated the following on this same subject (page 148, transcript):

> Mr. PINON. Mr. Shulman, recently your office in San Francisco called in numbers of people to be screened for staff positions with EEOC. Now this was done without prior knowledge or publication . . . Now these are one of the things that we are talking about when we say that we are addressing ourselves to the staffing patterns of the agency, and that is the only way that your agency or any Federal Government agency is going to do a proper job insofar as the Mexican American is concerned is by having representation on that agency staff from the Ethnic group, because these are the only people that can relate and communicate with us, so that we in turn can relate and communicate with the masses.

My final contribution is a recommendation that programs such as SER be established and maintained in all areas of OEO and EEOC sphere of influence. Operation SER was conceived and programmed by the G.I. Forum and the League of United Latin American Citizens. I am quite aware of the trials and tribulations experienced in putting the program into operation and obtaining its approval and financing. This program was created by those that were working on the problem long before there was any hope of receiving any pay. It is dedicated to the Service, Employment, and Redevelopment of this Ethnic group. It has received approximately $500,000. This is the only OEO money directly handled by the two largest organizations which have been chipping at the tough mortar with very poor, blunt instruments. We need more. As Dr. Julian Samora, Head of the Department of Sociology, University of Notre Dame, said:

> For many years many of us have been working on less than a shoestring trying to do something about the variety of problems which confront the Spanish-speaking people and over the years we have been unable to attract funds from agencies or foundations to help in this most important work.
>
> Most other minority groups, either through the government or foundations, have received encouragement and assistance in the resolution of their problems and ironically enough the Spanish-speaking who have been in the Southwest longer than any group, and who constitute the largest Ethnic group in the Southwest if not the United States, have been totally neglected.

In my endeavor to be candid and concise in my presentation, I have made many statements without regard to any personal repercussions. The duty to represent this large Ethnic group and to speak up for them without fear has required that I say the things that I perceive to be important. I have stated only those that I believe reflect the consensus of opinion of all Mexican American leaders. I speak on their behalf and on behalf of the many millions of Mexican Americans. Nothing that I have said should be construed by any person or organization as personal criticism on my part. ■

Ethics in Federally Subsidized Research—The Case of the Mexican American

by

RALPH GUZMAN*

Assistant Professor of Government, California State College at Los Angeles

All of the recent internal and external challenges to American values and power must not obscure the fact that we are in the midst of a most profound moral crisis. While most analysis of this crisis refer to questions of traditional moral virtues or business ethics or the behavior of the young, a largely unexamined arena is the question of the relationship between the ethics of scholarship and the actions of government.

The importance and influence of governmental actions has been cited so often that it has become one of John Stuart Mills' "dead truths." In the field of minority research it is necessary to reemphasize that the programs of the government, in large part, determine and fix for generations the conceptions, the images, the popular stereotypes of what the majority and the minority think of each other and of themselves. By the concepts it supports, by the programs it selects, and by the values it endorses, the government holds up a mirror of society. To the degree to which that mirror distorts, the society suffers. Society becomes imprisoned in irrationality and illusion. Men turn to magic rather than reason; they seek panaceas rather than programs to solve their problems.

The development of this crisis has been aided and abetted by American scholars; they are partially responsible for it. For American scholars have aborted the ethics of scholarship. They have participated in premature government programs; they have profited from the fears of isolated policy-makers; they have exploited the privation of the poor; in short, too many scholars have succumbed to the lure of profit and power and abandoned the ancient obligation of their profession: the unremitting but unrewarded search for valid knowledge. Thus many have forgotten that the search for truth is not the same as the search for solutions of problems. Government operates; it is primarily interested in the question: "Will it work?" It must select among alternatives. But it is not primarily or preeminently interested in abstract truth and unrelated knowledge. As such the interest of government differs from the interest of scholarship. A working relationship between the two must be one of tension and co-existence—not merger. A strange symbiotic relationship has arisen between government officials who use the university as window dressing to validate their predetermined choices and the academics who use government grants, consultancies and contracts to validate their prowess in their pursuit of academic prestige. If this relationship were merely confined to the participants, it would only be sordid; however, the ramifications of this symbiosis stretches the length and breadth of the land and as such affects the high and the low; the majority and the minority, in their respective quest for identity and dignity. And this is of particular significance in the Southwest.

Five and one-half million Americans of Mexican descent provide living testimony to repeated failures of the American conscience. The destiny of these people is inextricably entwined in the resolution of our internal moral crisis. The challenge posed by these people to American scholars and American political institutions has been largely unmet. The response has been ineffective, irrelevant and miserly, both in material and spiritual assistance. The consequences to the Mexican-

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*Assistant Professor of Government, California State College at Los Angeles.

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American people echo like a medieval petition to a benevolent despot.

Many government officials and scholars have assumed the ideology of the past. At its highest level of conceptualization this tendency assumes that the problem of a minority group inheres in the minority group. It assumes that the larger society is without fault; if you could only find the fatal flaw in the character or the mores of the minority group the problem would be solved. The real question is not to "know the minority," but to know the failure of societal institutions to relate effectively to members of minority groups. The real emphasis should be placed in the malfunctions in the total system not on some supposed trait—really culpability within the Mexican American. (It is this basic problem of *where* to focus—on the minority or on the society—that produced the government's agonies over the Moynihan Report.) This first basic error in where to look results in other fallacious assumptions. By this I mean that notions of racial inferiority; low intellectual capacity; social maladjustment; expendability in war and peace permeate official and academic circles. The more sophisticated camouflage these notions with phrases like cultural deprivation, lack of motivation, social alienation; marginality and lack of acculturation. The less sophisticated are more honest in their terminology. They talk about laziness and un-Americanism.

Tragically, these external social judgments have been internalized by many Mexican Americans. Recent surveys in San Antonio and Los Angeles show a tendency for Mexican Americans to agree with the negative judgments that the larger society passed upon them. Surely it is logically evident that if you treat people for generations as if they were inferior some will begin to believe that they are inferior and act accordingly when they are with you: if you treat people as if they were lazy some of them will respond accordingly to your demands; if you treat people as if they were unintelligent some will respond as if, indeed, they were unintelligent in performing your tasks. What this does to the chances of succeeding generations is not only morally but even criminally wrong; for it is a basic offense against human dignity. For scholars to participate in this process is to make them party to the destruction of human values rather than the fulfillment of them. This is a repudiation of their role as validators of the truth.

In another dimension this process generates social and personality patterns founded on fear—fear of the outside world; fear of competition; fear of social change; and fear of self in any but the safe, predictable world of the minority. The assumption that the intrusion of the "outside world" is a hostile event; the creation of categories of "we and they," not bridged by symbols named justice, democracy and consensus—these cripple the community. The young Mexican American scholar who is afraid to leave the *barrio* in order to compete; the immature mind that refuses to explore beyond the comfortabe; the young adult that opts for social indifference rather than moral indignation—these are the heirs of the merger of government and scholar.

A romanticized picture of reality has obscured the salient problems of these people. Certain cultural anthropologists, among others, have unduly transmuted aspects of the Mexican-American people into presupposed patterns of behavior. They have swindled the American people into believing that the quixotic and picturesque represent permanent cultural essences. And they have also performed a grave disservice to the government as well as the community of scholars. To establish elaborate exegesis from the fact that some members of this minority group may have a rural sense of time; that some of them may remain dependent upon the local *curandera;* that some males remain obsessed with a notion of *machismo;* and that others have an overriding sense of social fatalism is not only disingenuous it is a cruel hoax. A quest for the quaint is not science; nor is it likely to be of service to the United States government.

Having helped to warp the Mexican American self-image American social institutions have not even been able to project an adequate picture of what the larger society really is. The legitimating myth of the American educational system posits a society in which achievement, loyalty and patriotism are automatically rewarded. No Mexican American needs a college education to tell him that this is patently false. His own life experiences tell him that economic reward is not commensurate with educational achievement. His observations of the Negro teach him that a firm joining of the thumb to the nose produces more attention than patient supplication. Moreover, he knows that valor in war brings no vantage in peace. Both those who believe in the myth implicity and those who reject it completely share a gross misunderstanding of American society.

In the minority, this misunderstanding contributes to a disposition for unrealistic and irrelevant group goals. For example, the demand of some leaders, supported by some scholars, that the community *must* maintain a high degree of cultural solidarity and yet still be accorded the benefits of the affluent society is obviously impractical and an interference with a basic personal liberty. The Negroes wisely never accepted the idea of separate but equal. After almost sixty years the Supreme Court rejected the idea that separate facilities could ever be made equal. It should not take another sixty years to realize that separate cultural communities cannot be made equal either. Those who would impose group solidarity in terms of cultural pluralism merely re-state the old separate but equal doctrine. The point is that if an individual opts for one cultural identity or another that is *his* privilege, but for a government or its agencies to predetermine that choice is an easy concession to mutual racism. The concelebration of the Chamizal Agreement, and these hearings, presumes and assumes a relationship between Mexican Americans and the Republic of Mexico that exists largely in the minds of intellectual romantics. These El Paso agreements will not affect one school drop-out in Denver; they will not cleanse *Barrio Barelas* in Albuquerque; nor will they desegregate schools in Los Angeles; jobs will still be scarce for Mexican Americans in San Antonio, and houses in Phoenix will still have invisible but real signs that read: "For Anglos Only." In short, the problems that Mexican Americans face relate to the fact that they are American citizens. In the face of these problems of the Mexican Americans the disposition of the Chamizal is unimportant to the people gathered here.

The predisposition on the part of leaders and scholars to assert unrealistic and irrelevant goals naturally produces an excess of sweetheart leaders. Such leaders romance both the larger society and the Mexican American community in their efforts to preserve the illusion of cooperation. Their concern for preserving this facade is maintained at the expense of genuine progress for all Americans.

All these things sustain a fatal dependency that destroys the effectiveness of legitimate government endeavors and impairs the ability of the Mexican American to enter a meaningful relationship to himself or to American society.

This dependency is fostered by improper and unethical scholarship. Mexican Americans have not been served well by those who purport to interpret them to the larger society. In a sense, they have been the victims of spurious relationships between the scholar, his subject and program builders. Some scholars, blinded by a passionate commitment to methodology or to their own attachments to Mexican Americans fail to see the real strengths and liabilities in the Mexican American community.

Many educators, for example, graciously concede the existence of a representative Mexican American culture. However, in making this concession they seize the opportunity of defining its content. Naturally they also assume the responsibility for fitting every square peg of a Mexican American into the round hole of culture they have invented. There is no one so totalitarian as an educator confronted by a Mexican American child who refuses to conform to the educator's notion of what a Mexican American child should be. Unique individuals are assumed to be non-real, non-legal or possibly non-Mexican. This diagnosis is *not* necessary. If necessary, Mexican Americans can define their own culture.

There is an attachment to the method which sometimes transcends interest in its success. There are some, for example, so committed to adult educational television that they discount the weight of any impartial evaluation as to how it might be received in the *barrios*.

In another category are those that have a ready made diagnosis in scholarly findings about Mexican Americans. They admit that they don't know Mexican Americans well but emphasize that they are well-disposed towards them. These same individuals squeeze Mexican Americans into models based on previous ethnic experiences in different times and settings. Well-meaning, well-disposed scholars assume that Mexican Americans are only dislocated Puerto Ricans, merely lower class Cubans, a variant of the Black Power Movement, or simply Spanish-speaking Irish. These scholars suggest programs that have worked for other ethnic groups while ignoring the reality of the Mexican Americans. For example, bussing children into middle-class white neighborhoods may symbolize the aspirations of some parents of middle-class Negro children. It does not follow, however, that the same program will cause the parents of Mexican American children to rejoice.

Others have exploited this minority in the game of government grants-manship. Personnel from school systems that have failed to serve Mexican American children effectively are often the ones who receive government grants. Grantsmanship has widened the chasm between the pursuit of truth and the intelligent selection among alternatives. Some of the reasons for this are inherent in the system itself.

Those most skillful in securing government grants display their ability to communicate with grant-givers. It should not be necessary to note that there is no automatic relationship between skill in grant design and academic excellence. Too often scholars become smooth operators who maintain themselves by reinforcing the respective misconceptions of the power structure and the community. Not surprisingly, the ethics of some of these individuals relate to the profit motive associated with primitive capitalism; not to the rewards represented by a genuine contribution to either the total sum of human knowledge or the solution of pressing and immediate problems.

The point is that the relationship between the scholar and government is in disarray. At present the academic medicine man converges on Washington with special skills in packaging research programs. To place it in proper perspective the government should diligently and honestly seek scholars with integrity. The validation of truth may be unpleasant—it emphatically will not please all of the public but, if the scholar is not to be politicized, he must feel free to report unpleasant even politically unpalatable truths. Government, on the other hand, must realize that it is no business of the scholar to make American society feel better about itself.

When this necessary change occurs government and scholars can address themselves to the real research needs of the American people.

The President has requested specific guidelines for basic research in this area. The following areas demand urgent attention. Overall, there should be a focus on what has *changed* among Mexican Americans.

One, there is a desperate need for a history of the Mexican American people which neither serves patriotic sentiments nor panders to the pride of the sub-group.

Two, there is a need for a comparative study of the peoples of the Southwest and their patterns of social interaction. The varying relationships between and among the several minorities and the dominant society in the Southwest must be related and the ongoing process probed in order to assess the viability of American political and social institutions on a broad continuum of past, present, and future trends. The difference between this approach and the more narrow approach is that scholars have conceptualized minorities as if there were no context of a larged society.

Three, the myth of an automatically assumed special relationship between the Mexican American people and the Republic of Mexico must give way before research into the true relationship that has varied with time, place and generation and is continuously changing. For many scholars the proximity of Mexico has obscured the fact that problems of the Mexican Americans relate to American life. While grandfathers may dream of small villages in Jalisco the majority of the Mexican Americans cannot remember events before World War II.

Four, the border as a concept must be recognized for what it is: a political bludgeon used against Mexican Americans which alternately appears and disappears when agricultural interests dictate.

Five, nostalgic appeal to the rural communitarian past must be challenged by a continuing focus on the present-day urban reality of Mexican American existence, while the problems of the rural present begin to get realistic attention.

Six, and perhaps most important, while most research will remain concerned with things that are there must be substantial support for research that centers on "things that could be." In other words, government, more than anyone else, has a responsibility to support daring, imaginative and possibly outrageous research. Dare to follow with action research the implications of what has been done in Denver by Ozzie Simmons and his colleagues and by Lyle Shannon in Racine, Wisconsin. Dare to trust the poor to direct their own lives; dare to trust them to administer programs, establish direction, and to make decisions. Then study these processes.

Seven, there are two beneficial by-products of research that can justifiably be encouraged by scholars and government. One is research that represents a partnership between the scholar and the community. This not only help the community to become more aware of itself, as it really is, it also helps the scholar to reformulate his conceptions as he meets real people, not cases. The other is the incorporation of Mexican American youth into research activities as assistants and managers. This will sensitize these young people to become more confident American citizens; it will also produce scholars of the future who can match compassion and competence with insight.

Finally, a note of caution. There are real limitations to the scope of scholarship and the power of government. Neither can grant dignity to a proud people; for dignity is not granted, it is a product of a personal sense of achievement and esteem. Both the scholar and the government must realize that personal dignity and psychological well-being for the Mexican American cannot be secured through intervention by government. The lady bountiful complex, that has characterized the relationship between scholar, government, and Mexican Americans can only stifle the development of these people, suppress their political socialization and subvert their dignity. To those who have approached the Mexican American people as condescending fathers or anxious hucksters I can only warn you to walk warily for you walk in the dark corners of your own conceits. ■

Persons Who Presented Papers

Mr. Hector Abeytia
State Director
Manpower Opportunities Project
1542 Fresno Street
Fresno, California 93706

Mr. Juan D. Acevedo
462 Via Luneto
Montebello, California 90640

Mr. Joseph B. Andrasko
Director
Division of Industrial Relations
Ling Temco Vought Aerospace Corp.
Box 5907
Dallas, Texas 75222

Mr. Albert Armendariz
Attorney at Law
543 Magoffin
El Paso, Texas 79901

Mr. Tomas C. Atencio
Associate Director
Colorado State Migrant Council
University of Colorado
1546 Broadway
Boulder, Colorado 80302

Mr. Maclovio R. Barraza
Executive Board Member
International Union of Mine, Mill and Smelter Workers
2406 Miracle Mile Strip
Tucson, Arizona 85705

Reverend Henry J. Casso
St. Anne's Catholic Church
210 St. Anne's Street
San Antonio, Texas 78201

Mr. Leonel Castillo
4386 Varsity Lane
Houston, Texas 77004

Mr. Jonathon B. Chase
Assistant Professor of Law
905 Lincoln Place
Boulder, Colorado 80302

Mr. Lorenzo A. Chavez
Bank of New Mexico Building
Suite 1314
Albuquerque, New Mexico 87101

Mrs. Dominga Coronado
Chairman, Ladies Auxiliary
American GI Forum of the U.S.
General Delivery
Crownpoint, New Mexico 87313

Mr. James De Anda
Wilson Building
Corpus Christi, Texas

Mr. Armando C'de Baca
Deputy Director for Administration
Denver Opportunities, Inc.
810 14th Street
Denver, Colorado 80202

Mr. Gilberto Esquivel
Radio Announcer
% Manuel Juarez
526 Meeker Street
Joliet, Illinois 60422

Mr. Augustine A. Flores
Teen's Furniture and Appliance
7614 Evans Street
Riverside, California 92504

Dr. Ernesto Galarza
1031 Franquette Avenue
San Jose, California 95125

Mr. Lauro Garcia, Jr.
Director
Guadalupe Organization
8810 South 56th Street
Guadalupe, Arizona 85281

Mr. Peter G. Garcia
6649 Highway 90 West
San Antonio, Texas 78227

Mr. Ricardo Garcia, Jr.
Director
City and County Welfare Department
P.O. Box 1234
Laredo, Texas 78040

Mr. Nick E. Garza
Principal
J. T. Brackenridge Elementary School
617 Shadwell
San Antonio, Texas 78228

Mr. Angel Gomez
State 4–H Club Office
New Mexico State University
Las Cruces, New Mexico 88001

Dr. Ralph Guzman
1826 Federal Avenue
Apartment 4
Los Angeles, California 90025

Honorable Alfred J. Hernandez
Judge
515 Kress Building
Houston, Texas 77002

Mr. Ed Idar, Jr.
Attorney
515 Trust Building
San Angelo, Texas 76901

Mrs. Patricia Jaquez
Tri-County War on Poverty
Otero County Courthouse
La Junta, Colorado 81050

Dr. Clark S. Knowlton
Head
Department of Sociology
University of Texas at El Paso
El Paso, Texas 79902

Mr. Daniel R. Lopez
Manager
East Los Angeles Service Center
3516 East Olympic Boulevard
Los Angeles, California 90023

Mrs. Priscilla Mares
Executive Director
Latin American Educational Foundation
4680 Quitman
Denver, Colorado 80212

Mr. Alex Mercure
State Director
Home Education Livelihood Program
131 Adams Street, NE
Albuquerque, New Mexico 87108

Mr. Pete M. Mirelez
Executive Director
Colorado State Migrant Council
University of Colorado
1546 Broadway
Boulder, Colorado 80302

Dr. Miguel Montes
601 South Brand Boulevard
San Fernando, California 91340

Mr. Dionicio Morales
Executive Director
Mexican American Opportunity Foundation
4127 East Brooklyn Avenue
East Los Angeles, California 90063

Mr. Jose Morales, Jr.
Executive Director
Puerto Rican Community Development Project
116 West 14th Street
New York, New York 10011

Mr. Edward V. Moreno
13621 Lassalette Street
La Puente, California 91746

Mr. Henry Munoz, Jr.
Director
Department of Equal Opportunity
Texas AFL–CIO
Box MM—Capitol Station
Austin, Texas 78711

Dr. Julian Nava
Member
Board of Education
City of Los Angeles
450 North Grand Avenue
Los Angeles, California 90012

Honorable Philip M. Newman
Judge
110 North Grand Avenue
Los Angeles, California 90012

Honorable Albert Pena
Commissioner
Bexar County Courthouse
San Antonio, Texas 78204

Mr. Peter R. Perez
Director
Ramona Housing Project
2830 Lancaster Avenue
Los Angeles, California 90033

Honorable Alfonso R. Ramirez
Assistant Director
Valley Association for Superior Education
Box 307, #111 North 10th
Edinburg, Texas 78539

Mr. Salvador Ramirez
Director
El Paso Boys Club
Juvenile Delinquency Project
801 South Florence
El Paso, Texas 79901

Mr. Joseph R. Romero
Home Improvement Project
Educational Service Center
120 Vassar, SE
Albuquerque, New Mexico 87106

Mr. George J. Roybal
Executive Director
SER—Jobs for Progress, Inc.
1506 3rd Street
Santa Monica, California 90401

Mr. Robert P. Sanchez
233 South 17th Street
McAllen, Texas 78501

Mrs. Faustina Solis
Public Health Specialist
1635 Grove Street
Apartment 8
Berkeley, California 94707

Mrs. Hercelia Toscano
2638 West Grammercy
San Antonio, Texas 78228

Mr. Carlos F. Truan
Deputy State Director, LULAC
2817 Elizabeth Street
Corpus Christi, Texas

Dr. Sabine R. Ulibarri
University of New Mexico
Albuquerque, New Mexico 87106

Mr. Facundo B. Valdez
Block Building
Onate Street
Espanola, New Mexico 87532

Miss Delia Villegas
Director
Manpower Development and Training Program
1300 South Wabash
Chicago, Illinois 60605

Mr. Robert W. Wanless
9550 Del Mar
Montclair, California 91763

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